SURVEY Midmonthly

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CAMBRIDGE, MASS.

NOVEMBER 1940

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Sworn to and subscribed before me this 24th day of September, 1940.

[Seal] MARTHA HOHMANN,
Commissioner of Deeds, City of New York,
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Commission expires April 25, 1941.

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Walt Partymiller for *Survey Midmonthly*

TWO WHO ARE PRESENT BUT NOT VOTING

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Grandma Called It Charity

By HELEN CODY BAKER

The Wang-wang bird doesn't care where he's going to;
All he desires is to see where he's been.
He doesn't care where the rivers are flowing to;
He wants to know where the rivers begin!
Backward he flies with a yearning nostalgia
Born of a memory vivid and clear,
Longing for days when he hadn't neuralgia
Peritonitis and pains in the ear . . .
Wait, for the world has wrecked everything wreckable! . . .
Let me fly with you, oh heron impeccable.

I QUOTE from memory and with apologies for possible inaccuracies to whoever wrote those verses a few years ago for the "Line O'Type" column in the *Chicago Tribune*. They made a special impression on me because at the time I was doing just what their author wanted to do—looking backward to see where we'd been.

I had been asked to do some local research for a magazine article on several of our "first families," tracing their relationship to philanthropy back to the pioneer generation. I began with the present, with families who are represented today on boards of directors of Chicago's leading social agencies, and worked backward. It was an interesting assignment and not too difficult because many of the children of our pioneers are alive today. I saw and talked to them, supplementing their memories by dusting off old reports, financial records, and minutes of early meetings. When the job was done I saw that every one of my families followed a certain pattern, and that I had a fairly clear picture of the Chicago board member in transition.

First, the board member of today. Not the youngest board member, for I began with the generation that is now middle-aged. I saw this man—or woman—belonging to a number of clubs, serving on a number of boards, contributing relatively small amounts to a large number of social agencies, and leaving their administration to professional social workers. I found him—no, let's keep it feminine—I found her mildly interested in a wide range of social, cultural, civic, and philanthropic activities, broadly tolerant and rather cynical. Perhaps that's too strong a word. Let's say that she is not too certain that very much can be done very quickly to change anything, though she agrees that change is needed and is willing to keep on trying. But when she puts her whole heart into anything, as she sometimes does, it is usually something preventive (like birth control), or educational (like the League of Women Voters), or cultural (like the Symphony).

Behind this familiar figure I saw another—the mother of today's board member, the grandmother of the present Junior Leaguer. She served on fewer boards, gave money in larger amounts to fewer agencies, worked harder in fewer causes. Hers was an age of faith, and if it didn't move mountains at least it turned a river backwards, established the first juvenile court, and developed a small park system that has been copied from coast to coast. She was definitely optimistic that something could be done about almost everything, and she saw many of her dreams come true—for she lived in one of Chicago's periodic eras of civic and social reform. Her generation won votes for women, continued the struggle for temperance which had begun in her mother's time, fostered a promising brood of infant social agencies, kept closely in touch with them, and encouraged the professional training of social workers. The marching hymn of her day was:

> "Out of the hand of justice we'll snatch her faltering sword:
> We stand at Armageddon and we battle for the Lord."

And whether she was a Progressive, Republican, or Democrat in Theodore Roosevelt's crusade, she shared his dream that "a nation might be a righteous nation."

Then behind this valiant figure appeared—shadowy at first, but as I read the old records and talked to gray-haired men and women I saw her clearly—the grandmother of our present board member. Grandma remembered the canal boat, the covered wagon, and the Chicago fire. Hers was the open-handed generosity of a pioneer race, but her interests were enclosed by the walls of her church. The kingdom of heaven was very real to her, and very near, and the name of her religious denomination was inscribed plainly over the main entrance. She was not tolerant. She was not cynical. She had a stern sense of right and wrong. She and God (as interpreted by the Presbyterian, Episcopal, or Methodist creed)

were right, and everything else was either wrong or questionable. Twenty years ago I talked about those days with my own grandmother who, at ninety, could laugh as she told me:

We wanted people to believe in hell. It doesn't seem very important now, does it? Well, it was terribly important to us. The Universalist minister in our town had a dog, and it died. The Presbyterian minister saw it lying dead outside its master's gate. He kicked it, and said "I'll teach you to believe in punishment after death, you Universalist dog." You see, we quite insisted on it. How long ago that seems.

Another grandmother of that generation rose from her bed during a serious illness, ordered her coachman and carriage, and drove across the city to the bedside of another sick woman, less fortunate than herself, to take her —what do you think? Not jelly. Not chicken. Not soup. A temperance pledge to sign.

Smile if you like; but note, in passing, that it got her out of bed and clear across town. How many of our board members today care that much for any social movement? Note, too, that she didn't send a professional social worker; she went herself.

Grandma's heart was in her church. She gave her time, her strength, her money, and her personal service to her church and to her church hospital, orphanage, or home for the aged. She called these activities charity, but she tended to them herself. She tucked up her skirts, rolled up her sleeves, and nursed typhoid epidemics. She threw open her doors to the victims of the Chicago fire, and ladled out hot soup from huge kettles swung over open fires in her own door yard. She knew the look, feel, and smell of poverty as few of our board members know them today, and she "interpreted" the needs of the unfortunate to her husband, neighbors, and friends in the good old way that is still the best way of all—the spoken word.

NOW I come to the point of this story. As soon as I got this clear picture of grandma, I began to see her as an "interpreter" of social work, perhaps because interpreting social work to the public is my job. I began to think of all the changes between grandma's day and ours that have made social work so much more complicated than it was for her, and so much more difficult for its interpreters to interpret. We can't discuss all the changes, but let's look at a few of the most important ones, and perhaps suggest some ways of overcoming the difficulties.

First, there is the appearance of the professional worker, who now stands between the board member and the client. Her very existence still needs justification with the general public, and the gap she has created between the one who is helped and the one who does the helping must be bridged by understanding and sympathy if we are to go on supporting social work either by gifts or taxes.

Second, there is the stupendous increase in the size of the job, and in its cost. Regular, adequate help to people in trouble, skilfully given by trained personnel, is unquestionably more effective than Lady Bountiful's intermittent, amateur generosity. But it is also far more costly—especially in times like this past decade when unemployment multiplied the numbers of those in need by figures undreamed of in grandma's day.

Third, there is the shift from private to public social work which this huge load of unemployment has made necessary. It certainly is harder to put your hearts into paying taxes than into making a voluntary gift, and the fact that certain programs are closely associated with certain political administrations increases the resistance —to say nothing of the resentment—of those in the opposing political camp. Along with the shift in basis of support and the enormous growth in the proportions of the job has come a change in our whole conception of responsibility toward people. Grandma called it charity. Social workers call it justice. The general public has not caught up with that change.

FINALLY, there is the development of publicity media: the modern miracle of communication. This should make understanding easier, but does it? Do we understand the Germans—or even the English—any better because the radio and movies keep us in daily touch with Berlin and London? Sometimes I think one of the reasons that the modern world has "wrecked everything wreckable" is that people are now too close to each other. If you have ever moved from a small town to a big city you know what I mean. In a village, where homes are separated by lawns and lilac hedges, you have a keen interest —not to say lively curiosity—in your neighbors. Move into a huge apartment hotel in a crowded city, and overnight you are a different person. You bolt your doors, pull down the Venetian blinds, and defend your privacy. Moreover, new publicity techniques have been seized and so skilfully used by propagandists for everything from hand lotion to Hitler that we have come to distrust them. On the whole, I would class the miracle of communication as a mixed blessing, if not a definite hazard.

These are the difficulties that challenge the interpreters of modern social service, be they board members or professionals. And since it isn't fair to pose difficulties without proposing ways of overcoming them, I have a few suggestions to make. The first is a "don't"—or rather, two "don'ts."

Don't expect miracles of publicity. No public relations council, however expert in the techniques of communication, can give the present day contributor exactly the same feeling about today's "client" that grandma had for her neighbor in trouble. We cannot bridge completely that gap between helper and helped. We can't make pioneer rural communities out of big modern cities. No publicity program, however excellent, will take the place of a skilled staff, an enthusiastic board, and a job that is an absolute necessity in your community. And don't expect the paid publicity person on the staff to work alone or in a vacuum. Interpretation is a responsibility shared by every member of the board and staff. It begins with the voice of the telephone operator or the manner at the intake desk, and spreads out to the dinner table talk of the newest board member.

To give this newest board member—and every other board member—anything like the feeling that grandma had when she got out of bed to carry that temperance pledge across town, she must have something important and interesting to do—something besides signing appeal letters and putting on fashion shows. If possible, that something to do should involve contact with human beings. Now wait a minute. I know all those arguments. But I also know that volunteers who weigh and measure babies at infant welfare stations and do routine jobs in hospitals have an entirely different feeling about these agencies than contributors who read letters or house organs and sign checks. *There is no substitute for personal contact.*

When case workers tell me that's impossible, I tell them about the case worker who found out that the dearest wish of one of her clients was for her small daughter to have music lessons. The worker discovered a volunteer who could, and would, take the child as a free pupil, and the mother's whole outlook on life was changed by the friendship that grew out of that personal contact.

This brings me to the case worker, who plays too important a part in this picture to be admonished in one brief paragraph. She is to have a story of her own in the near future.

The only thing to say about the increased size and cost of our task is that everyone who understands why it must be done must work just that much harder to get it understood and to get it done. And my only comment on the fact that people generally have not yet caught up with the changed conception of the job is that if we keep on telling them *one thing at a time,* they will.

Now let's take one last look at grandma, to see what there is in our heritage from her that we can use today. The religious motive, for example. Don't tell me the religious motive is dead. There is plenty of it in all of us, but we either are ashamed of it, or shy about it, or we fail to recognize it in one of its new manifestations. If we look closely at some of our young people, we find that they are putting religion, pure and undefiled, into organized labor or some other radical movement. Some of their gods may be strange to us, but we at least can respect their aspirations and idealism without accepting their goals. And we can envy them their zeal. If we think our own gods are better we must take care to serve them with equal devotion. If we have a conventional religion, I suggest that we make more use of it. If we are humanitarians, I suggest that we preach humanity with the fire and force of Dorothy Canfield Fisher's public health nurse in "Bonfire." Do you remember?

Don't dare to call this charity, or let anyone think of it as charity. Its name is decency. This would not be a gift to the young people it would benefit. It would be a right they have deserved by being born Americans. Any American, any Vermonter, any Clifford man, ought to be ashamed if any man's children have less of a chance—a *chance,* that's all this is—than his own.

If all of us "interpret" today's social work in that spirit, we can't fail. Grandma called it charity. We call it social justice. Isn't it also the brotherhood of man?

This is the first of three articles by Mrs. Baker on public understanding of social work and social workers. The second, "A Word to the Wise," will appear next month.

"We Believe in Social Workers, but . . ."

By MRS. WILLARD A. PLEUTHNER

Member of the board of the Joint Charities and Community Fund and of the Volunteer Service Bureau; member of the Council of Social Agencies' committee on vocational guidance and training, Buffalo, N. Y.

INCREASINGLY of late the community is constituting itself a critic of the social work profession. This is not strange. Social work has become highly visible these recent years and the community observes and criticizes it as it does any other large endeavor. Social scientists tell us that the community "never loses its function as critic and potential destroyer." Social work is not immune.

Laymen, such as I, find ourselves baffled by the criticisms we hear leveled at a profession in association with which we have found rich and vitalizing experience. I believe that we do a disservice to that profession when we ignore those criticisms or merely deny their validity. Rather it is our obligation to face and honestly examine them. I do not propose here to air mere carpings but rather to bring out in the open certain attitudes toward social work and social workers which I frequently encounter among many informed public spirited people in those business and professional walks of community life where social workers quite properly look for understanding of their endeavors.

Surprising as it may seem, I find the greatest resistance to social work among men, both business and professional. The professional men, who claim to know something of community resistance, see social workers as constantly on the defensive. "We all know social work is here to stay," they say, "and that the social worker's job is necessary and important. Why, then, do they keep on arguing about it? Why don't they calm down and show the confidence that will beget confidence? And why do they bristle when questions are raised as to the effectiveness of their methods, either rising to defend them fiercely or withdrawing into superior dignity? Why don't they put their cards on the table and discuss their professional problems and techniques freely and frankly without getting all hot and bothered?"

These same critics, professional people themselves but laymen to social workers, hold that social workers live too much unto themselves: "They seal themselves in the intellectual closet of their own profession from which they are unable to evaluate community forces or to understand other points of view than their own."

Business men with whom I have talked seem to hold these same views plus a few original ones of their own. They say that social workers after a few years in the field seem to lose perspective and to see the social order only in terms of the client; that they accept as their own the client's estimate of the forces that are behind his predicament, and that sometimes they go so far as to "interpret" to the client their own distorted picture of business men and their motivation. These men believe that it is as much the duty of social workers to interpret to clients the enlightened aspects of a socially conscious industrial democracy as it is to dispense material assistance effectively.

Social workers, say these business men, seem unaware or at least unconcerned about the economic implications of the steadily rising cost of dependency and dismiss lightly any cautions on that point. With little knowledge of the mechanics that produce a payroll, and slight experience in footing tax bills, they sail along telling industry and the taxpayers what "must" be done. In his daily life the busi-

ness man faces the realities of a balance sheet, and he can't figure out how this generation or generations to come can pay the current bill for social services, let alone raise its standards as the social workers "demand" and bring in all the other things they tell him are essential. He does not accept social workers as authorities in matters of finance or taxation, and he resents it when they assume to be.

In his own affairs, the business man and industrialist is under constant challenge to increase his efficiency—to improve his methods, his service, and his product. At the same time he must watch the other side of his ledger—the costs of his operation. Social workers, he feels, are concerned only with increasing their service and product at whatever cost. Footing the bill does not bother them.

At heart the average business man is a good American. But he is afraid of "isms" and of philosophic trends towards forms of government alien to our own. He is beginning to fear that social workers' foreshortened views of American life are leading them in the wrong direction and that some of his money is being used to sell America short to the welfare clients. He turns to statistics to prove that the American system has produced a higher standard of living than exists anywhere else in the world. He knows that we have poverty, slums, and unemployment; but he also knows that our people have more automobiles, radios, electric refrigerators, washing machines, and telephones than the people living under any other governmental or industrial system. He is sympathetically responsive to the needs of dependent children, the aged, the handicapped, and the congenitally unemployed. But he fears that social workers heighten the color of these needs in relation to the whole fabric of community life.

IN spite of criticisms, this business man approves wholeheartedly the efforts of social workers to develop their skills and to improve their personal standards of performance. He marvels at their patience and tireless energy and their inexhaustible human sympathy. He asks of them, in addition, that they broaden their outlook to encompass the whole community and that they remember that their bills are not paid when the city, the county, or even Uncle Sam writes a check. Behind every check must be the earnings of business and industry, and taxes must be paid by home owners and industrial workers. Somebody has to earn the money.

Both professional and business men, whose opinions I am trying to mirror, seem to believe that social workers will continue to be forced into a defensive position unless they show more willingness to adopt the techniques of evaluation demanded of business. These men want to be assured that social work is making itself felt in the places where it is most needed. They are not entirely certain of this and they are not convinced by annual reports or by self-conducted studies of agencies or social workers. They believe that evaluations of social work's program and performance should be made by intelligent, impartial "outsiders" with no personal stake in the agencies, and with a clear understanding of the community's desires and expectations from the services.

Such evaluations might conceivably lead to radical changes in the set-up of social work, just as surveys of industry have led to changes in methods of production and distribution. While they might lead to discontinuance of some services, they might also lead to the strengthening or expanding of others or even to the creation of new ones.

At no time, in any of my contacts or discussions, have I encountered the belief that this "outside" type of study would tend to reduce present total expenditures for social work, or the number of jobs available to social workers. Rather, it is held that such study would facilitate the development of new fields, new skills, new techniques; and would lead logically to a concern for the normal groups in the community, neglected now because of the emphasis on more and more service to the abnormal. These men cannot understand why social workers resist outside evaluation of their program and performance and can only attribute it to fear of losing their jobs.

THE women in a community are often more subjective than men in their comments on social work as a profession. Most of them have been or are associated as volunteers with one agency or another. They value that association and are outspoken in their appreciation of the devotion and competence of the social workers. "But why," they all ask, "are we lay people expected to leave at the door of the agency any conviction or point of view we may have about social problems? As soon as we cross the threshold, we must see the social scene through the eyes of the social workers. We know our communities and most of us are reasonably educated and informed people not incapable of those thought processes that lead to unbiased judgments. But just let us question the community value or practicability of the social worker's ideas and proposals and we are made to feel that we are talking out of turn. They seem to be allergic to any ideas but their own."

"But get social workers out of their own setting," these women critics go on, "and their professional assurance diminishes. They seem to be afraid of being misunderstood or misquoted or being put on a spot. It is as if they only feel safe when they are with one another. Their leadership in the community suffers because, however outspoken they may be in their own preserves, they seem to become inhibited once they are out in the give-and-take world where most of us live. The fear that the rest of us won't or can't understand them seems to block their clear-cut expression of opinion which the community really wants, though may not accept as the last word."

And speaking of words! Laymen, both men and women, are continually awed and amazed by the social workers' preoccupation with words, both ours and theirs. Words are not to be trifled with, it seems. Our most sincere and harmless expression is apt to be pounced on before it is cold and dissected until our meaning is lost in a haze of implications. Laymen are overwhelmed by the way social workers debate definitions and arrive at new and strange word connotations, thus clothing with profundity what otherwise would appear relatively simple. In a bewildered daze we watch them lightly toss overboard common usage and ordinary concepts of word meanings and plunge into abstruse and esoteric terminology for their symbols of thought. In utter exhaustion we withdraw into our benighted world, clutching good old Webster to our bosoms. My particular interest is in the manner in which social workers have whipped the word "function" through a literal metamorphosis. I have learned that *this* is a "non-functional" agency, or *that* is a "functional" agency. Before I knew social workers, I had supposed that the only non-functional matter in the world was without form, shape, or substance.

Men and women critics alike seem to have the impres-

sion that social workers are profession-bound, that they feed intellectually on one another, and suffer from a sort of anemia that would be corrected by more mingling in the bloodstream of community life, by wider personal contacts, by more association with activities other than their own. These critics feel that social workers dismiss many community activities as unimportant and thereby are guilty of the same lack of understanding which they attribute to the community. These laymen believe that if social workers would show in word and deed more interest, perhaps even more respect, for the undertakings of other groups and other people in the community they would discover new possibilities of support for their own undertakings and new opportunities to widen and deepen that public understanding by which, they often have told us, social work must advance.

Running through all the comments and observations that I have summarized here was an implication, disturbing to those of us laymen who have faith in social work, its motivations and goals, that social workers individually and as a group are losing their pioneering spirit. This may not be a fair comment and yet many of us, recalling the social work forebears of the present generation of practitioners, recalling their outspoken courage, their capacity for righteous indignation, their fearlessness in bearing witness, ask ourselves where are the people who are carrying on the torch that, in the hands of the pioneers, lighted the way for so many of us. We know that social work is different now. Like everything else, it has changed with the times. We accept this change and go along with it. But we are deeply concerned by what seems to us persistent indications that, in the course of change, in the course of their admirable professional development, social workers have lost the capacity to stir imagination and to move men's hearts. We know that techniques are important and necessary, but in them we find little of that inspiration and spiritual warmth that make for leadership in the community.

I do not mean to draw a moral for social workers from these observations of community attitudes. Of many of the criticisms social workers have long been aware; some of them undoubtedly are one-sided or unjustified. But there they are, and I do not believe that social work or social workers will gain in community acceptance merely by dismissing them as "uniformed" or even "ignorant." The people who make them are not uninformed and ignorant, at least they are not so estimated in other aspects of community activity. I believe that social workers owe it to themselves and to their profession to examine these criticisms with great objectivity not only as a group but as individuals. And I suggest that, as an approach to this soul-searching, they remember that they are not the only champions of the well-being of our people, not the only keepers of the faith in matters of community welfare. There are others who keep that faith—though perhaps they speak a different language.

This article is drawn in part from an address made by the author before the Buffalo, N. Y. chapter of the American Association of Social Workers.

"We Take a Lot on Faith"

BY BARKLIE HENRY

President, Community Service Society, New York City

OF all the kinds of social work that the public is asked to support, social case work is by all odds the most difficult for the layman to understand, the most difficult for the social worker to interpret.

The old idea of the family welfare society was easy to interpret and easy to understand. Most people knew that families frequently were stricken down by poverty, and that experienced workers could give them more intelligent assistance than could the generous layman himself. It was easy to understand that many families needed somebody to tell their troubles to, some helpful advice, and some material assistance. Easiest to understand and to get response was the need of material assistance.

Today, if private social work went out of the picture completely, it is doubtful if as a result many people would starve or go homeless. We have adopted new slogans to fit the new times; we emphasize our work in adjusting families to society; we show how we straighten out broken homes, and deal effectively with the complicated problems of human behavior which are so particularly malignant where poverty is present. Family case work agencies now even point with pride to the small proportion of their funds spent on material relief.

The layman to whom we look for support of our efforts has accepted our new statements of purpose and accomplishment without too much question. But as his own income declines, and as government expenditures for welfare continue to mount, he is coming to scrutinize more and more closely the necessity for expenditures of the sort which every private case work agency makes. He is perfectly aware that every family in the community, regardless of its economic status, has problems involving the adjustment of its members to society; and he cannot fail to ask himself: "How essential is the private case work agency now, compared with the hundred other charitable causes which appeal to me for funds; how essential are the present budgets of all of them, in view of the vast sums being spent on similar services by the government?"

By now, this has become a very trite question; but the answer is not trite, because it has not yet been found.

There are plenty of favorable things to be said about the voluntary or privately supported case work agency. It has a long and honorable history, and its contribution to the development of public welfare service is written large and plain in the record. Most of the public does not appreciate fully that a large part of public welfare technique has been taken directly out of private experience. Work relief got its first big trial in private hands. The case work idea is basic in the philosophy of public assistance, though its practice may leave something to be desired. Case work methods are incorporated in public child-placing, and are employed increasingly in the ju-

venile court and the public school. That is all to the good, but the fact remains that the term "case work," as the case workers use it, does not carry clear meaning to the general public; nor will it, in my judgment, until a way is found to dramatize its actual performance.

The first task of every private case working agency now is to seek diligently for such means of dramatization. Many are doing it; more should be doing it. The success of their efforts depends upon the initiative taken by case workers themselves in getting their thinking across, not only to the public but first of all to those charged with the duty of interpreting agency policy and performance—to the "sales department."

Since one of the aims of interpretation in the private agency is to raise funds, it is no wonder that the "sales department" looks for those aspects of the agency's work that appeal most to the checkbooks of the public, and then plays up those aspects for all they are worth, sometimes to the consternation of the case workers who probably would like to be more modest in their claims of accomplishment. But the department of interpretation cannot increase last year's contributions if it goes before the public with its head hung in shy humility. It naturally tends, like the selling end in any enterprise, to find the best tune and play it fortissimo.

THE average layman, reading the case work literature used to solicit funds, gets a picture of an educated and specially trained young woman establishing contact with some family in trouble and, by a series of friendly interviews, skilfully correcting some crucial family situation. Finally, and in short order, he sees the family restored to self-respect, adjusted to society and, from a social point of view, cured.

About the time the layman, reading these generalized and optimistic claims, begins to ask himself, "Come now, can they really do all this?" he comes to a series of individual case stories, which show him in detail with what superb results the society did its job. The names are pseudonyms, and no addresses are given, but the stories reveal an extraordinary degree of success. Then probably he asks himself whether the cases are literally transcribed, or whether they are touched up a little to make them sound better. He is not above thinking that perhaps the most successful features of several similar cases may have been distilled into one.

Some agencies are avoiding suspicions of this kind by being very frank with contributors, telling of some of their failures as well as of some of their successes. After all, nobody expects a physician to save all his patients, or a lawyer to win every case. The agency that admits that case work, like medicine, still has not found the answer to all the problems it is called upon to treat, and that is carrying out a plan of rigid self-analysis so that it can profit by its mistakes, is going a long way on the road toward winning public confidence.

Thus far, contributors' records in most agencies that I know seem to show that the layman has not been troubled seriously enough by these questions to withdraw his support. In recent years, the decline in contributions to social welfare agencies probably has not been in proportion to the decline in the individual incomes of the contributors. I believe that, in many cases, the contributor's confidence in the past records of social welfare agencies, his trust in the specific agency, perhaps his confidence in the persons responsible for it, cause him to dismiss his doubts and once more to reach for his checkbook.

But I believe those doubts are there, and that since private incomes are not conspicuously increasing, doubts are going to play a more and more decisive part in the size of the individual giver's contribution, not only in gifts to individual agencies, but to community chests also.

Obviously, material designed to interpret an agency's program and performance must state as strongly as possible what the agency tries to do and why that effort is believed to be worthwhile. But when an agency goes before the public for funds, and says in effect: "These services are absolutely essential and without them civilization will fall," it must back up its claim with more than the endorsements of prominent citizens, or synopses of well-selected cases.

The giver asks, "What is the need in the community for case work services?" "A great and endless need," answer the case workers. "Very well," says the giver, "but where is your evidence, statistical and otherwise, that your services are essential? In what proportion of your cases have you been successful? With what sort of situations, what sort of families, are you most effective? After you have 'adjusted' your cases, do they stay adjusted? How much does your service cost per unit of care: that is, what are your costs per interview or visit? How much do you spend altogether on one case, how much do you consider it advisable to spend on various types of cases, and on what factors do you base your judgment?"

"We conduct our services as economically as possible," answer the case workers. "We cannot give you these hard and fast figures—there are too many intangibles in the situations with which we deal—but we assure you on the evidence of our highly skilled staff, and the constant increase of our applications, that we ought to accept more cases and that we could not spend less than we do now."

"I believe you," says the layman, "but one cannot help thinking that you expect us to take an awful lot on faith."

Of course, there already is a considerable variety of substantial evidence offered by the agencies to the public that case work is needed in the community, and I do not want to exaggerate my point by seeming blind to it.

I have referred to the extent to which the case work approach and method have been adopted in public agencies, and to the ever increasing applications from clients for the sort of service the private agency gives the community. I do not deny that there are many, many clients whose testimony on the effectiveness of case work is dramatic, to say the least. I know, too, that there are demands for case work service on a fee basis from people who can pay; and that in certain communities where the private case work agencies were obliged to close down, the public demand for them was such that they had to reopen.

A huge volume of case work is concerned with the provision of simple needs, such as employment, legal advice, medical care, vocational guidance, day nursery service, home economics, nutrition, housing, recreation, and so on —needs that everybody can understand, given a modicum of relatively simple interpretation. But these things alone do not tell the story on which case work rests its claims, and that it could tell if it could only find the magic key to interpretation of itself.

I do not agree with those who hold that evaluative procedures are impossible in the social case work agency. True, we deal with an infinite variety of intangibles which are not readily understood by the layman. The profes-

sion of social case work is new, and the pressure on the individual worker has been so great in the past ten years that there has not been time to make the case work method plain to the layman. But it is not an impossible job, and if case workers expect continued support from the public they must do that job and do it soon.

This is not intended as a criticism of case workers. I would not be interested actively in their work if I did not heartily believe in it. I know that many case workers are aware of the public's lack of understanding of their methods and that they are troubled about it. The literature of case work is overflowing with discussion of the need for effective interpretative material. Probably the chief reason why more has not evolved is that for the past ten years case work staffs the country over have labored under a heavy and constant load of emergency work, and finances have not permitted any considerable investment of time or money in the survey and construction of long, wide roads over a difficult terrain.

The questions which laymen are starting to ponder, and soon will be asking in increasing numbers, will take not years to answer, but decades. But that is no reason why a beginning should not be made—a more determined beginning than has yet evidenced itself. It is one thing to say, when we are asked, that the job of evaluation is under way; it is another to have to admit that it is so difficult that it is still in the stage of discussion.

IN saying all this, I fully realize that the problem of evaluating the intangibles of case work in terms of lay understanding is one of the most baffling that could be thrust upon a group of hardworking, conscientious people. But from the layman's point of view it would seem that the social case work profession must solve that problem, and not take too long about it either. There are still too many agencies depending upon the old sob stories and the well-tested arguments on government relief versus private charities. We may wake up some day to find that case work as practiced by the private agencies no longer is taken as seriously in our communities as we, who believe in it, would like to see it taken; and that the conscientious layman, compelled to count his dollars carefully, will not pay for something which he cannot rationalize.

Almost in vain, the layman seeks in the public press for the important findings of the case work profession with respect to the welfare of the community. With the infinite wealth and variety of available material derived from case work, it is a wonder to me that newspapers and news periodicals so seldom report new and interesting theories, hypotheses, or findings, put forward by professionals in the private welfare field. Most of the interesting new stuff about man in his relation to his fellow men seems to evolve from other professions and sciences.

It is time that case workers began to study their operations in this light, to abandon their naturally understood reticence about discussing their findings, and to let the public at large share the benefit of the knowledge they gain from their daily work with families in trouble. It is time, too, that case workers learn to translate their findings from the jargon of the profession into simple English that the public can understand. Is this impossible? Is case work more complicated than medicine or psychiatry? I don't think so. Yet almost every day, one sees well written stories in newspapers and popular periodicals telling about discoveries in these fields.

By this time you have every right to wonder what is in the back of my head. It is this: that disciplined, carefully documented research can and should become a function of every social case work agency that can possibly afford it, if only in the smallest and most simple way. I say this knowing full well that boards expect *results,* and that research doesn't always produce immediate or tangible *results;* knowing full well that if a hundred agencies set out on a hundred projects next year, ninety of them might seem like money wasted. But would it be? Is it not just possible that a widely scattered series of descriptive and evaluative studies from many different points of departure, no matter how crude or unsatisfactory they might seem to the people doing them, would yield large results in a few years' time. Social case work provides the greatest mine of social science ore that exists. Is it being used productively? I don't think so. In his presidential address before the 1931 National Conference of Social Work, Dr. Richard Cabot said:

> In social work some of the best fruits of skillful and devoted labor will never show in the balance sheet. Nevertheless, those who support our social agencies need to be convinced that our clients are, on the whole, so much benefited by our efforts that it is right and reasonable to continue the expenditure of money for this purpose.

In the nine years since those words were written, the need has become increasingly urgent for a steady flow of tangible information and evidence concerning the uses of case work and its effectiveness.

Case work prides itself upon its professional status and upon its professional standards. It seems to me that an agency that accepts these standards as its frame of reference accepts a heavy responsibility in connection with the claims which it permits to be made concerning its work; and that it has the obligation to seek support on the basis of what it actually is and what it does, and not on the basis of claims that lack a solid and carefully constructed foundation. We all know of the severe standards which the medical profession—likewise concerned with the cure of souls—has imposed upon itself, and generally adhered to, in connection with professional claims and with publicity and advertising.

It is easier for the medical profession to impose severe standards on itself than it is for us, because it is only rarely that doctors depend upon annual gifts by the public to keep them employed. It is our dilemma and our problem that we do not claim to accomplish miracles, yet our interpreters are under a constant and human temptation, in the absence of better evidence, to talk to the public as if case work were a nostrum, a cure-all, a family remedy for all complaints, and a cosmic necessity.

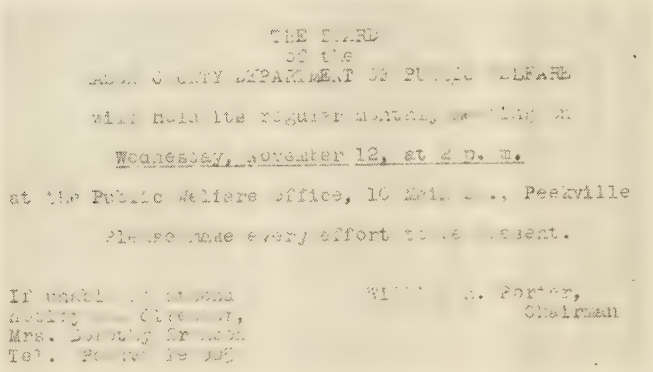
For my part, I have sufficient faith in the fundamental philosophy of family case work agencies to believe that the public will support them as long as it has money to give; provided always that the work seems essential, plausible, and demonstrably effective. In that proviso is the task immediately facing board members, interpreters, and case workers alike; the task of seeking solid, simple, and irrefutable evidence on the need, cost, individual results, and total impact of case work upon the community.

This article is drawn in part from a paper given by the author at the Grand Rapids meeting of the National Conference of Social Work.

"The Meeting Will Please Come to Order"

By GERTRUDE SPRINGER
and KATHRYN CLOSE

Aided and abetted by various board members, local welfare officials, and innocent bystanders.


THE BOARD
of the
COUNTY DEPARTMENT OF PUBLIC WELFARE
will hold its regular meeting on this date
Wednesday, November 12, at 2 P. M.
at the Public Welfare office, 10 Main St., Peekville
Please make every effort to be present.
If unable to attend please notify Miss Clara M. Porter, Chairman
Mrs. Dorothy Brown
Tel. Peekville 567

Mr. Porter Prepares for the Meeting

"Good morning, Miss Loomis. Fine morning. No, no dictation until I've seen the mail and gone over these sales reports. Then I'll probably have plenty to say. Got to do something to wake this sales force up. We'll get at dictation first thing this afternoon. Who says we can't? . . . What board meeting? . . . The county welfare! By golly, I'd forgotten all about it. What time? Two! I've got to be at the Rotary luncheon at one—how can I drive fifty miles to Peekville by two? Call up Mrs. Bronson, the welfare director. . . . No, wait, if I'm not there, Mrs. Carr'll talk the rest of 'em into putting her cousin Bessie on the staff. By the way, didn't Mrs. Bronson send over some papers? Better bring 'em in and I'll give 'em the once-over. The chairman can't go in cold, can he, though I guess I did the last time. . . . Thank you. That's all."

!! xxx-xxx !!! Now I have to miss Rotary. Mrs. Bronson's to blame for this. Why couldn't she have picked another day? She ought to know what Rotary means to a business man in this town. She thinks all we do is sing. It means something to her, too, if she only knew it. Would we have gotten that child welfare worker in this county if I hadn't buttonholed every Tom, Dick, and Harry at every luncheon for six months and made 'em plug for it with the commissioners? These social workers can't learn how to get things done. Well, let's see what her reports say this time. Holy smoke! Look at those columns of figures! You'd think it was a United States Treasury statement. Guess I'd better take a look at those sales reports before I start on this.

"Yes, Miss Loomis? Jervis? What's he doing in town? Well, if he's leaving this afternoon you'd better send him in.

"Hello Jervis, old man! This is great . . .

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"Well, goodbye, Jervis. Glad you came in. You've got a good point, all right. I'll pass the word on to our salesman. Thanks for tipping us off."

H-m-m, I really should get those letters off this afternoon. Jervis missed the boat in '37, but I believe he's got something this time. . . . Gosh, I mustn't forget about poor old Fellows and his pension. But I wish he wouldn't buttonhole me on the street. I can't see why Mrs. Bronson turns him down. He was a taxpaying citizen for forty years and he certainly doesn't make enough out of that watch repair business to keep a bird alive. Suppose he does stay in business. That just proves his independent spirit. I think we'll have to reconsider his case. Why should a decent little guy like that be passed up while old McTaggarty who hasn't drawn a sober breath since he put on long pants lives on the taxpayers' money. I voted for McTaggarty's pension, but it was more to back up Mrs. Bronson than for any Samaritan feeling for McTaggarty. . . . But old Fellows. . . . Well, maybe these reports will explain Bronson's reasons. . . . She's a good gal and we've got to stand by her or she'll go the way of the others we've had. . . . Blast that telephone. . . .

"Porter speaking. Oh, hello, Clara. How's Junior's finger? Good. . . . Now how can I be home early when I have a board meeting at Peekville that probably won't break up till five? . . . But how can I leave early when I'm the chairman? Well, old girl, even if the new preacher is coming I'll still have to be late. Yes, I know I'm a vestryman, but I'm also chairman of the county welfare board. I think the reverend will understand. Sorry, dear. Goodbye."

H-m-m. The Rev. Henry Beecher Moon. Next thing you know, he'll be on the board. We've got everything else —a judge (a politician, if anybody should ask you), a school teacher, a doctor, a county commissioner (that makes two politicians), and Mrs. Carr, a fuss budget if ever there was one, though she does give more time to the job than any of the rest of us. But I suppose she'll end by putting the skids under Bronson the way she did the others. A year seems about as long as they can take it. Still Bronson seems like a hanger-oner and she doesn't try to run the whole show like Miss what's-her-name did. When two high-powered women come together, one's got to go down and it's never Mrs. Carr.

"Of course, Kelley—come in. Your face looks like bad news. The car for Paine, Maddux—but that was to be on our siding last night. Miss Loomis, I want to see Larsen and O'Brien, on the run. Tell Larsen to bring the Paine, Maddux schedule. . . .

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"Well, I guess that fixes that, boys. But keep after it, Kelley. Give the B and Q another ring if that car doesn't roll by eleven. Miss Loomis, that wire off to Paine, Maddux? All right—now take a follow-up letter . . ."

That cussed railroad. . . . Oh, Mrs. Bronson's papers. Her budget figures ought to be here somewhere. . . . If that car doesn't show up. . . .

"Yes, Miss Loomis? A Mrs. Roscoe? I don't know any Mrs. Roscoe, do I? . . . A sewing room job? Huh? . . . Oh the welfare. . . . But you know, Miss Loomis, I never see welfare clients here. If we started that, we'd never get any business done. Besides there's Mrs. Bronson. She's the director and knows how to handle 'em better than I do. Tell her to write to Mrs. Bronson. . . . Well, I'm very sorry if she's crying, but I can't see her here. Tell her I'll speak to Mrs. Bronson about her."

Poor Loomis. Now she'll dig into her own pocket. She goes around telling all her friends that relief is ruining the country—holds forth to the file clerks and anybody that'll listen—but she's a pushover for anyone with weak tear ducts. I suppose I ought to take time out and explain this welfare business to her. Interpret, Mrs. Bronson would say. And there's a lot of Loomises around. I suppose we ought to do something about 'em. I'll speak to Mrs. Bronson. . . . Now who?

"Yes, Porter speaking. Oh, Chalmers. . . . Yes, I'll be there . . . two o'clock. The Morenos. Don't know 'em. Where do they live? . . . Front Street? Well, what about 'em? . . . But if they're 'deserving' I'm sure Mrs. Bronson will find it out. I have every confidence. . . . Maybe she hasn't been around town long, but her assistant grew up here. . . . I tell you Chalmers, if you feel so strongly about the Morenos, why don't you bring 'em up in the meeting yourself. . . . But I can't promise backing until I know the facts of the case. See you at two. Goodbye."

Front Street, eh? Chalmers, old boy, your head might as well be made of glass. The Front Street votes have been going the other way ever since that smart young Delvanio began to hear the call of politics. Well, I don't know your Moreno family, but I'll bet it stands for something on Front Street. If you think you can get by the board with that one, you're getting rusty. . . . M-m-m, but maybe you've got something. . . . If the Morenos really are busted and have to go on relief, you'll get the credit. Bet they were beside you when you called me . . . not so dumb, not so dumb. . . . About this report, let's see. . . . "Proposed budget for three-month period"—m-m-m, a lot of money, darned expensive this welfare business. . . . What's this? . . . "Average grant for family of five." Great Scott! How do they live on it? . . .

"Porter speaking. Yes, Mrs. Carr, yes, I'll be there. . . . Yes, but the merit system is coming and perhaps it would be better if Bessie got the job through civil service. Then she'd be there to stay, couldn't be fired. . . . I'm sure it'll be perfectly fair, I'll see to that myself. . . . I know Bessie is a nice girl . . . but the job is strenuous. . . . No, I can't suggest. . . . After all, Mrs. Bronson hasn't asked us for a clerical worker. . . . Yes, I know, but she hasn't complained. . . ."

Like thunder you feel sorry for Bronson! If you minded your business as well as she does, old Fred wouldn't be going around town with egg on his vest. Lord knows she does need another worker, but not a lightweight like Bessie. . . . Well, it looks like a lively meeting with axes grinding all around. M-m, I wonder if Doc. Brown will be there to lend me a little moral support. Now there's a man with brains. . . . Maybe I better. . . .

"Miss Loomis, will you get Dr. Brown on the phone, please?"

Yeah, Bronson's going to need us today. . . .

"Hello, Doc. Bill Porter speaking. Thought I might pick you up and take you over to Peekville, leaving in an hour. . . . Sure, the county welfare board meeting. . . . Hi, you can't pull that one. You forgot last time, too. This is important, Doc. The budget's coming up. . . . The physicians' golf tournament? Yeah, I guess you would hate to miss that, but. . . . We've got to do something about all those people with bad teeth, too many of 'em getting sick. . . . Yeah, that's what she calls it, a dental program. . . . Sure you're needed. We gotta stand by Bronson, she really knows her stuff. . . . All right. Come if you can. S'long."

Thought that dental program line would get him. Bet he'll be in Peekville before I am.

"Yes, Miss Loomis? . . . Cuthbert? From Lodge and Cuthbert? But I can't see him today. I've got to go over Mrs. Bronson's reports. Get Wagner to take care of him. . . . Wagner's out? Gosh what's the matter with this outfit? . . . All right, send him in.

"Glad to see you, Cuthbert. Always glad to see a customer. Not so many of 'em left these days. . . . Excuse me. . . .

"Porter speaking. How do you do, Mrs. Simpson. Yes, of course, I'm interested in the Red Cross. . . . Chairman of the roll call? Oh, I don't think so . . . you can do better I'm sure. That's very kind of you but. . . . Yes, it's very important, I know. . . . No, I'm sorry, not today. I'm just going to a welfare meeting . . . I tell you, drop in tomorrow. I'll be here all day . . . but you'd better be thinking of someone else. All right. See you tomorrow. Goodbye. . . . Sorry, Cuthbert. Serious times, you know. . . ."

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"Goodbye, Cuthbert. It's a pleasure to do business with you. Come in oftener."

Golly, fifteen minutes to go over these welfare figures! . . . It's a good thing I saw Cuthbert. Can't take chances on losing that business. . . . M-m, wonder if I shouldn't warn Bronson about Mrs. Carr and Bessie. . . .

"Miss Loomis, get Mrs. Bronson, the welfare director, on the phone, please. . . . All right, gimme that call first. Stevens? Yes . . . Holy Moses, we can't do that. . . . We've got a few things to look after besides unemployment insurance credits. . . . No, it's up your alley . . . what's an accountant for? . . . Say that again, and slower. . . . No . . . what? . . . Look here, Stevens, we can't do

this over the phone. You an' Mitchell an' I'll have to sit down to it. All right, eleven tomorrow. And bring an extra copy of that memo to employers, will you? . . . No, the September one. . . . Tomorrow, then."

Social security . . . 'course I'm for it in principle. But talk about red tape. . . .

"Miss Loomis, will you get Mrs. Bronson now?"

Suppose a new thing's bound to be complicated. But darned if I see why they have to tear up a company's whole bookkeeping system every five minutes. . . .

"Yes, Miss Loomis? Gone to the hospital? What's the matter with her? . . . Oh, a client? Well, never mind."

Now why should Bronson run out to hold some sick woman's hand? She'll kill herself trying to shoulder everybody's troubles. Should think their "budgetary needs" would be enough for one day.

"What is it, Miss Loomis? . . . Colonel Hoagland?"

I might have known he'd turn up. He wouldn't let a welfare board day go by. Been at it for years . . . writing letters to the newspapers. . . .

"All right, put him on. . . .

"Hello, Colonel, how are you? . . . But we had an investigation last year, and I assure you the welfare department never was in better shape. The woman we have now is first class. . . . Chiselers? Maybe a few. . . . But the cost of an investigation. . . . Well, maybe he didn't deserve help, but there are plenty who do. . . . Certainly I trust Mrs. Bronson, absolutely. . . . There are chiselers everywhere, Colonel, no more of 'em on relief than there are in the courthouse. . . . What's that? No-o, I didn't mean anyone special. . . . I tell you, if you have any specific complaints, names an' dates an' facts, you take 'em to Mrs. Bronson, and she'll investigate. . . . A check-up by a citizens' committee? Well . . . I hardly think so. After all there are seven of us on the board, all citizens. I must go now, Colonel, due in Peekville at two."

Old gas bag! Might as well have saved my breath. . . . Well, if I'm going to grab a bite to eat, I better be on my way. Wonder if I could manage a shine—guess it's too late. . . . I'll just take these reports along. Too bad I didn't get over them. But I don't have to worry about the figures if Epps is there. Darn that phone!

"Porter speaking. Delighted, Doc., delighted! Glad you can make it. I'll be around in five minutes. Had your lunch? Well, neither have I. We can pick up a bite on the road to Peekville."

"Oh, Miss Loomis. Will you tell Walters that I want to see him first thing in the morning about that Burton matter and if Barkly of Simpson and Barkly should call up this afternoon tell him. . . ."

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"Here we are, Doc.! Guess you'll have to get your mind off that birdie you made yesterday. But I tell you, we'll go out to the club Sunday and you can show me how it's done. . . . Well, look whose car is parked right beside us. You didn't think you could beat Mrs. Carr to a meeting, did you? . . . Did you bring your reports? . . . I don't think I'll take mine in either. I didn't get a chance to go over 'em. Anyhow, Mrs. Bronson will have something else for us to mull over. What does she call it? . . . That's it, 'agenda.' Leave it to a social worker to find a fancy word, when all she means is 'order of business.'

"How are you, Mrs. Bronson? Is everything all set for the meeting?"

Mrs. Bronson Prepares for the Meeting

"Good morning, Miss Parsons. Fine day for the board meeting, isn't it? But I wish it were at four o'clock instead of two. After the day we had yesterday, I need time to get things pulled together. I know you have all the papers ready, but I want to go over them."

"How was your meeting last night?"

"Oh, good enough. I made my speech and the ministers asked a lot of questions, but it was a long drive back; after ten when I got home and I was too tired to think. Anything special happen after I left yesterday?"

"Your sister called up. She's coming to town today and bringing an old friend to have lunch with you. And the state office called about the special OAA report and. . . ."

"But Miss Parsons, the deadline for that report is tomorrow. Why do they crowd us? We can't do anything about it today. We'll get at it first thing in the morning. You'd think the state people would know what happens to an office like this when the bookkeeper is sick, and the assistant's had a death in the family. Anything else?"

"The WPA area man was in and will be back this morning."

"Now what's wrong! I suppose I'll have to see him, and he'll take an hour if he takes a minute."

"And Mrs. Allen says she won't keep old Mr. Wood any longer. He's dirtier than ever, she says, and bad as she needs his board money she don't need it that bad! She's all upset and is coming in to see you."

"And I thought that was such a good arrangement! I can't possibly see her today; she'll have to bear him a little longer. Try to put her off till tomorrow. But if you can't, let me know."

"Mrs. Wilson was in too and she said. . . ."

"Oh again! I know she doesn't like the sewing room and wants to be on a lunchroom project like her sister. But I've explained a dozen times that we haven't a lunchroom project in this county. Her sister lives over the line in Somerset."

"I tried, Mrs. Bronson."

"I'm sure you did, but don't let her in to me today. You talk to her again. No word from any of the board? . . . I guess they're all coming then. I suppose Mrs. Carr will be here early as usual. She's a born detective. All she needs is a badge to qualify for the FBI.

"Now I'm going to shut myself up, Miss Parsons, and

please try to hold off the interruptions. I must go over this folder for the meeting. The board's had all these reports for days and if I don't brush up they'll know more about 'em than I do. Did you get the agenda typed? Good. . . . Oh, Miss Parsons, you've headed it 'Agenda.' Don't you remember that Mr. Porter hates that word—says it's social work lingo. We must say 'Order of Business.' "

"But *you* always say agenda, Mrs. Bronson. I can just cross it out."

"No-o, I'm afraid that wouldn't do. He'd see through the x's and it would set him off. I guess you'll have to retype it. I'll take the phone calls that are absolutely necessary. But try to appease everybody you can."

Whew! if I've told her once not to call it "Agenda!" Every month she has to do it over. . . . Wonder who Sis has in tow. Why does she always pick the worst days to come to town? . . . My head feels like cotton. I oughtn't to do dinner meetings the night before board day. But you have to catch the ministers when you can. . . . I mustn't forget to send the report I promised to Mr. Watson. He'll lose it the way he did the first one, but never mind. . . .

Now. The first thing to come up this afternoon. . . .

"Yes, Miss Parsons? Oh, the mail. Anything that won't wait?"

"The state office wants our data for the crippled children's study and. . . ."

"But we've still got three days on that."

"And WPA wants an immediate report on our certified but not assigned cases."

"Oh it does, does it! Well, it'll just have to wait. It's kept the cases waiting long enough."

"And surplus commodities is sending a carload of cabbage. . . ."

"Good Lord! Cabbage!! To this county that grows nothing but. Well, call the warehouse and say I'll be there first thing in the morning. And just hold any other mail please."

Now where was I? The first thing to come up will be money. It always is. They'll all have read the financial statement and the report on the budget. But I'd better run over those figures again. If there's a decimal point out of place, Mr. Epps will spot it and talk about it for half an hour. That man could go on the stage as a lightning calculator. . . . They'll want to talk about where the money goes, and Mrs. Carr will have at least a dozen stories to tell about chiselers. I wonder how she gets time to listen to all the stories she drags in. When does she do her housework? . . . I suppose I'll have to try again to make old Mr. Sims see the difference between a flat grant and a budgetary allowance. All the rest understand it, but he can't see anything but red tape. The Murphy case would be a good one for illustration. . . .

"Hullo. . . . Yes, Mrs. Bronson speaking. . . . Oh, Dr. Fulton, good morning. Very well, thank you, and how are you? It's so good of you to take Mrs. Lawler. That little operation will make a new woman of her. We got her to the hospital last night. . . . Oh, you're there now. . . . And she's balked? Oh, Dr. Fulton, we thought everything was set. . . . Me? But I can't leave the office. This is board meeting day, and the bookkeeper is sick and my assistant has had a death in the family. . . . Yes, I know. You're busy too. . . . I do appreciate your taking the case, and I'm sorry this has happened. . . . All right, I'll be right up there. Tell her I'm on my way."

Oh dear Lord, why did Miss Snow's aunt have to up and die just at this time? She knows Mrs. Lawler better than I do. But we can't let this slip. If Mrs. Lawler runs out on Dr. Fulton we won't catch him again for six months. I'll have to. . . . Darn that telephone.

"Hullo! Why, Mildred. My dear, how are you? . . . What, really? Why I haven't seen Sally Moore since senior year. . . . Of course I'd love to. But it's a terrible day. Board meeting; and now I have to dart off to the hospital about a case. . . . Of course you're more important to me than a case. Don't be silly. . . . Yes, yes. I know I'm the head of the office, but it's just one of those days. I tell you, you go to the tea room and get a table and I'll get there if I possibly can, but don't wait. . . ."

She's hung up. Oh dear. . . .

"I have to go to the hospital on a case, Miss Parsons. If any of the board should call up, say I'll be back in ten minutes."

. . .

"All right, Miss Parsons. Back again. It was nothing. By the time I got there Mrs. Lawler was over her scare and acting like a lamb. I needn't have gone at all. But look at my stocking. Snagged it on that bush that hangs over the hospital steps. I can't go to board meeting with my leg sticking out. Will you run out to Burdens and get me a pair? Size 9½. I don't care what color. Just stockings. Any calls that won't wait?"

"Your sister. She says they'll wait for you for lunch and the WPA man says he must see you today. It's important. And Mrs. Allen says she's putting Mr. Wood out today. . . ."

"She can't do that to that old man, he hasn't anywhere to go."

"And Mrs. Wilson says she's moving to Somerset County so she can get a job on the lunchroom project."

"Well, God bless her. She'll have a rude awakening when she finds out about the six months' residence requirement. She'll be back. But that makes a vacancy in the sewing room and at least forty women'll be clamoring for it. I don't see how we can hold her place. But I'll have to think about that tomorrow. Nothing from the state office?"

"No-o. They just wanted to know about our ADC report, but I told them. . . ."

"But yesterday was the deadline for ADC and the report was mailed the day before. It *was* mailed then, wasn't it?"

"I'm sorry Mrs. Bronson, but I can't do everything. I finished it last night at six o'clock. I do the best I can."

"Of course you do. You're a marvel the way you turn out work. You've had to be bookkeeper and everything else this week. I know we need a clerical worker. It's one of the things I want to take up with the board today.

. . . Now I really must bone down to the meeting. The morning's almost over and I'm just where I started. Try to keep off the calls, won't you?"

And now I've made Parsons sore. . . . A fine chance we have to get another clerical worker. . . . And suppose the board authorized it, who'd we get? Sure as shooting it would be Mrs. Carr's cousin Bessie who doesn't know a file from a lipstick. If I have to hear again what a good girl she is at home and how quick she is to learn I'll. . . . Let's hope the merit system will take care of Cousin Bessie. But meantime we'd better rock along as we are; I'd hate to see Bessie frozen in. Better not bring up staff today.

Now the Murphy case and the matter of budgets. . . .

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"Yes, Miss Parsons?"

"Mr. Foster, the county clerk, is on the wire. Won't speak to anyone but you."

"All right, I'll take it. . . . Hello, Billy, how are you? . . . Oh, fine thanks. What's on your mind? . . . Now say that again so I'll get it straight. . . . You want two columns of figures, one showing exactly what county funds we had last month for relief and everything; the other showing what state and federal funds came in for OAA, ADC, WPA, SC, CCC, NYA, CWS, CCS, AB, FSA, and so on. . . . Yes, we have 'em all. It's just a matter of getting them all together. . . . When do you want 'em? . . . This noon? . . . Oh Billy, it's almost noon now, and my board's meeting at two. . . We-ell, if you'll put in a plug for the department at that luncheon, I guess you'll have to have the figures. We sure need all the plugs we can get with that crowd. . . . No trouble at all. We're tickled to death to have you give us a boost. All right to have 'em at your office by one? O. K."

Poor Parsons. What she's going to say to herself and I don't blame her a bit.

"I'm terribly sorry, Miss Parsons, but we'll have to drop everything else and get some figures together for Mr. Foster. It's important. . . . Oh, the stockings. Thanks. . . . Now let's. . . ."

"I ran into Mrs. Carr at the stocking counter and she asked if I usually did personal shopping at eleven in the morning. I told her it was for you, but. . . ."

"Well, we can't worry now about Mrs. Carr. Let's get at the figures. We'll work them out together. . . ."

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"There, Miss Parsons. I think that does the trick. And all on one page. Men like things on one page. Makes everything seem simple. Now, if you'll just type it off."

"It's after twelve, Mrs. Bronson, and my friend's waiting for me for lunch. If you'd told me earlier, I could have let her know."

"But I didn't know myself, Miss Parsons. . . . All right. You go along and I'll type it as well as I can, so when you come back you can run over to Mr. Foster's office with it. . . . And as you come back bring me a malted milk from the drug store, will you?"

"Oh, Mrs. Bronson, I forgot. Mr. Porter called while you were out, but he wouldn't leave a message."

"Mr. Porter! After all, Miss Parsons, he's chairman of the board. I know, I know. No one can remember everything. I'll call him back right now. You run along and meet your friend."

"Hello, hello. Mr. Porter's office? Mrs. Bronson, the county welfare director, speaking. He called me. . . . Oh, gone to lunch. . . . You don't know what it was about? . . . All right. Thank you."

Now what on earth? Oh, that telephone!

"Hello. Oh Mildred. . . . I told you not to wait. I'm terribly sorry but I can't possibly make it. My secretary's gone to lunch and I can't leave the office. . . . Yes, I suppose so, but I really didn't want any lunch and she did. . . . Don't feel that way, Millie, dear. I don't put everything else ahead of you. . . . Of course, I'm coming Sunday night. . . . Please try to understand and square things for me with Sallie. Give her my love and tell her. . . ."

Oh gosh. They'll never understand, either of 'em. How could they! . . . Heavenly day! Here's Mrs. Wilson. She's caught me cold.

"How are you today, Mrs. Wilson? I hear you're moving to Somerset County to be near your sister."

"Yas'sum. I'm moving today. I don't like that head woman in the sewing room. She's always picking on me. My sister says it's awful nice at the lunchroom, everybody friendly and pleasant and I can have a room at her house. So if you'll just write a letter to the lunchroom lady and tell her I'm a real good worker and to give me a job, I won't bother you any more."

"Now listen, Mrs. Wilson, I've told you again and again that I can't get you a job in Somerset County. If you go there, you'll have to wait six months even to get on the waiting list. That's the law and I could write all the letters in the world and it wouldn't make any difference. And there won't be any relief for you in Somerset either, and you told me your sister can't support you. You'd better think it over before you give up the sewing room."

"Yas'sum. My sister says it's awful nice at the lunchroom. I tell you, you write me a letter and then if I don't like the lunchroom I'll come back to the sewing room and you tell that head woman. . . ."

"No, Mrs. Wilson, I can't write a letter for you. And you must excuse me now. I must take this call."

And they tell me that client understanding is the basis of good public relations!

"Hello! Mrs. Carr? Fine, thank you. . . . Of course you're coming to the meeting. . . . Oh! Certainly we'll have the records out for you. . . . Hopkins, Givens, Roscoe—yes, I'm taking them down—Tappan—what was that last one? Murphy? All right, they'll be ready."

Murphy! What has she turned up now? . . . Maybe I'd better not use that case for illustration of the budget principle. . . . But there's the Harding case that ought to have an increase. If I can show in detail how figuring 65 percent of actual need less income from resources—only there aren't any—works out in terms of Mrs. Harding and five children, and then show. . . . Now who's at the door?

"How do you do, Mr. Sterling. Why it seems only a minute ago that I told you good night. It was a real privilege to be at your meeting. You ministers are such a big help."

"We want to help more and not less, Mrs. Bronson, and you said last night that it's a help to have the opportunity to tell about the work. And so I have arranged for you to speak at our Young People's Society Sunday night, right before evening worship. It's a very fine group and I know you'll enjoy meeting with them and telling them how they can serve. Something very definite that they can put their hearts into. I think it's a very real opportunity."

"It is indeed, Mr. Sterling, and I appreciate your interest. Sunday evening. . . . Let me see. . . . Could you possibly make it a week later? I promised my sister that. . . . I tell you, I'll see what I can do and call you up in the morning. And thanks so much."

Now, why on earth didn't I say "No" right off the bat. Sunday night—another speech—Mildred. . . .

"You're back early, Miss Parsons. Good girl! Thanks for bringing the malted. Now if you'll trot over to Mr. Foster with this envelope. And when you come back do try to retype the agenda."

Now! If I can just have fifteen clear minutes. . . . What I really need to get the board to focus on is the question of client resources. If I could only show them that a resource isn't always what it seems. Old Mrs. Britt's application will come up today and sure as anything they'll trim her allowance because she has "property." An acre and a half in the swamp that her husband took for a bad debt fifteen years ago. But it's still property—and has to go in the record as an asset. . . . And old man Wiggin and that son of his over the state line that won't support him and couldn't if he would. Somebody's bound to bring him up. How can I make them see that that son is no asset? . . . Then, there's Mrs. Fearing and the occasional dimes and quarters the children pick up on odd jobs. How can we know enough about them to call them resources and count them in the budget? . . . If I could only. . . .

"How do you do Mrs. Carr. You're always the early bird."

"Too early, I'm afraid. I see you haven't your lunch dishes cleaned up."

"Not really lunch, Mrs. Carr, just a malted milk. No time for anything else. Now don't look at my stocking. I know all about it and have another pair to change into before the meeting."

"I ran into Miss Parsons in Burdens this morning. She said she was shopping for you, though when I saw her first she was trying on earrings. My cousin Bessie—Miss Elizabeth Clinton—says that when she gets a job she's going to keep an extra pair of stockings in her desk so if she gets a run she won't have to use office time for personal shopping."

"That's a good idea. I'll remember it. Now, here are the case records you wanted to see; just use Miss Snow's desk. She isn't here today. Her aunt died yesterday. . . . I don't know what was the matter. . . . Excuse me, the phone."

"Why that's fine, Dr. Fulton. . . . Up and around soon you think? . . . You doctors certainly work wonders. . . . What was that? But that WPA housekeeper is excellent. Our very best; wonderful with children. . . . I thought Mrs. Lawler was completely satisfied with her. Well . . . let's see. . . . Of course, it's bad for her to be worried. . . . I'll go out and see the children tonight and again tomorrow, and if everything isn't all right I'll fix it up. Tell her I'll watch very carefully and let her know. . . . Oh, not at all. That's what I'm here for. . . . Thank *you,* Dr. Fulton."

"Is this one of those WPA housekeepers you're talking about, Mrs. Bronson? I don't blame that poor woman for not trusting her. You give me the address and I'll go there right after the meeting. You oughtn't to leave children with just anyone, and their poor mother sick. What's the matter with her?"

"Nothing serious, Mrs. Carr, and really everything is all right. The housekeeper is excellent, but naturally the mother is nervous. Don't you think it would be better if I went first? The children know me and they might be strange with you. I tell you, I'll call you tomorrow after I've seen them and if there's anything. . . . Excuse me a moment. I see Miss Parsons wants to speak to me."

"It's the WPA man again, Mrs. Bronson, and he says he's got to see you today. He showed me the letter from his state office and it said to 'proceed at once' to have county directors check the vocational aptitudes of the certified but not assigned. He's coming back at five o'clock and I told him you'd wait."

"All right. I'll wait. He didn't tell you the deadline did he? Never mind. Is the room ready, the pencils and pads put around, and a pitcher of water for Mr. Porter? They're coming now.

"How do you do, Mr. Sims. Yes, it's a lovely day. Oh, Mr. Chalmers, I do want to talk to you about that Moreno case. Mrs. Moreno was in to see me yesterday. Good afternoon, Mr. Epps. I hope you've run that sharp pencil of yours over our figures."

"I have, Mrs. Bronson, and on page three, in the breakdown by categories, there's an error in addition that affects the totals on page five."

"I'm not surprised. The bookkeeper is sick, but just the same we should be able to add. Oh, here you are, Mr. Porter. Sorry I missed you on the phone. Anything important?"

"I wanted to speak to you about an additional clerical worker. One of the board has the impression that you are working too hard to keep the records up to date. She suggests that her cousin. . . ."

"Sh-sh-sh. Mrs. Carr's right inside. We do need another typist, but her cousin isn't a typist, is she? Do you think we ought to take on a new person when the merit examinations will be coming so soon? We're getting along pretty well. . . . But of course it's for the board to decide. . . . Oh, you haven't your folder of material for the meeting, have you? Never mind, you can use mine, though I expect you know it all by heart anyway."

"Miss Parsons, have you the agen—the order of business ready for Mr. Porter? Here you are, Mr. Porter. Oh!! How silly of us to write 'Agenda.' We really know better. Yes, Mr. Porter, I think we're all set."

Oh, suffering cats, I forgot to change my stockings.

"The meeting will please come to order."

Quiz for Boards and Their Members

This particular board members' quiz seems to have originated in Cincinnati. Thence it proceeded to Kansas City, Mo., where the Council of Social Agencies elaborated the original form for use at a Board Member Institute. In its travels to *Survey Midmonthly* it has undergone further revision at the hands of social workers.

Instructions for Scoring

1. *Attendance:* Ten or more meetings out of twelve, score 5 points; eight or nine, 4 points; six or seven, 3 points; four or five, 2 points; fewer than four, 1 point. No meetings; no points.

2. *Names of Delegates:* All three, score 5 points; two, 3 points; one, 1 point. None, no points.

3. *Social Work Literature:* Nothing you can recall (honest, now), no points; (a) bulletins of your own and other local agencies, 1 point; (b) in addition to (a), regular publications of a national agency in your field, 3 points; in addition to (a) and (b) *Survey Midmonthly* and *Survey Graphic,* 5 points.

4. *Interpreting Your Agency:* If you aren't sure, try it. In scoring, let your better judgment dictate.

5. *Community Fund:* For active and vigorous participation in the campaign and a "till-it-hurts" contribution of your own, score 5 points; no participation and no contribution, no points; somewhere in between, let your conscience be your guide.

6. *Preparation for Meeting:* (a) score 5 points; (b) score 2 points; (c) score no points.

7. *Knowledge of Other Agencies:* For firsthand information (e. g. visits to other agencies and discussion with their board and staff), score 5 points. For accepting hearsay as fact, no points.

8. *Transfer of Agency Functions:* If this is a wholly new idea to you, score no points; if you have weighed the possibility in terms of community needs and the efficacy of your own and other programs, score anything up to five according to your own estimate of your reasoning.

9. *Use of Name:* Never, score 5; occasionally, under pressure, score 1.

10. *Reasons for Membership:* (a) score 5; (b) score 2; (c) no score.

HOW DO YOU RATE?

1. Do you attend board meetings regularly? _____
2. Do you know the names of the three delegates from your organization to the Council of Social Agencies? _____
3. Do you read current social work literature regularly? _____
4. Can you describe the work of your agency to a wholly uninformed group of people in a way to make it understood and appreciated?
5. Do you participate in the Community Fund (or Chest) campaign as vigorously as you would if you were raising money for your own particular agency? _____
6. Do you read reports and memoranda sent you in preparation for a board meeting; (a) in advance; (b) while the meeting goes on; (c) forget them entirely? _____
7. Are you familiar with the policies and standards of other agencies similar to yours?
8. Do you ever consider whether some other agency in the community could do the work which yours now is doing?
9. Do you permit your name to be used as sponsor or endorser of various projects without knowing or caring very much what they are about? _____
10. Did you accept board membership because of (a) your reasoned, informed conviction that the agency is serving an essential purpose in the community; (b) a friend insisted and assured you you wouldn't have to do any work; (c) there were some pretty important names on the letter head? _____

TOTAL _____

Instructions for Scoring

1. *Size of Board:* Eleven to twenty-one members inclusive, score 5 points; more than twenty-one, deduct 1 point for each five or fraction thereof up to forty; forty or more, score 1 point. Fewer than eleven members; deduct 1 point for each two down to five; fewer than five, score 1.

2. *Representative Character:* For communitywide, nonsectarian organizations: from a score of 5 deduct 1 point each for lack of representation of (a) major religious faiths, (b) responsible public officials, (c) organized labor, (d) major racial groups.

For neighborhood agencies: for lack of neighborhood representation, deduct 4 points.

3. *Rotation in Membership:* For division of membership into "classes" with overlapping terms and a definite policy of bringing in some new blood every year, score 5 points. For membership changeable only by death or resignation, no score.

4. *Rotation of Officers:* For a definite policy of automatic retirement after a specified number of years in office, score 5 points; for an indefinite policy by which change cannot be effected except by death or a row, score 1 point.

5. *Consultation with Other Agencies:* Always, score 5; usually but reluctantly, score 2; hardly ever and hate to at that, no score.

6. *Nature of Discussion at Meetings:* (a) Score 5; (b) no score. Somewhere in between, use your own judgment.

7. *Members' Participation in Meetings:* (a) Score 1; (b) score 5.

8. *Public Relations:* For approval in principle, score 1 point; for an item in the budget, add 2 points; for active committee assistance in planning program, add 1 point; for general willingness to participate (e. g., make speeches, establish contact with editors, contribute to house organs and so on), add 1 point. Total possible score, 5 points.

9. *Relationship with Staff:* If the executive meets regularly with the board and participates in the discussion, with staff members brought in from time to time for special reports and consultation, score 5 points. If the executive is called on to present reports and is expected then to withdraw during discussion, score 1 point. If executive and staff are permitted to dominate meetings and reduce board decisions to so much rubber stamping, score 1 point.

10. *Agency Membership:* For a thoughtful, continuous program for bringing members into contact with the work of the organization through volunteer service, committee activities and so on, score 5 points; for a policy to this end, but no follow-up program, score 2 points; for failure to have contact with members except when their dues are due, no score.

HOW DOES YOUR BOARD RATE?

1. Is it efficient in size: large enough to be representative, not so large as to be unwieldy? _____

2. Is it sufficiently representative of a variety of community interests and points of view in relation to the agency program? _____

3. Does it provide for reasonable rotation of its membership? _____

4. Also for reasonable rotation of its officers? _____

5. Does it consult with the Council of Social Agencies or other coordinating agency concerning proposed plans and projects before launching them? _____

6. Do its meetings (a) stick to matters of policy and program or (b) trail off into details of office management? _____

7. Are meetings (a) steam-rollered by a few articulate members; or (b) is there general discussion with free expression of possible disagreements of opinion? _____

8. Does it accept responsibility for supporting a regular program of public relations and interpretation? _____

9. Is there a satisfactory working relationship between board and staff? _____

10. If yours is a membership agency with regular dues, is there a sustained effort to enlist the active participation of members in the work or is "membership" merely a thinly disguised way of raising money? _____

TOTAL _____

TOTAL from Page 328 _____

GRAND TOTAL _____

Here in Washington . . By Rilla Schroeder

THE excess profits tax bill was enacted minus the Harrison amendment or any substitute clause protecting the social security status of men inducted into the military service in the present emergency.

Members of the conference committee were frank to admit that the problem was too big for them. The more they studied it the more convinced they were that separate legislation, very carefully thought out, was required. After the year's military service the drafted men will be veterans, entitled to all the rights and benefits bestowed by Congress upon that privileged group. Civil service preference will be theirs and government hospitalization and pensions if injured in line of duty. And yet these gains would be heavily outweighed were the men to lose their social security status. Merely amending already existing legislation is obviously not enough and, so far, a special system of benefits has not been suggested. Such proposals will be made, no doubt, by interested groups, but perhaps if Congress acts quickly and wisely the organized raids on the Treasury so familiar in the past will not be accomplished so readily.

Washington Press-Photo
RILLA SCHROEDER

A thorough overhauling and coordinating of the entire system of federal pensions would be the sensible course to pursue, but at this writing it does not seem probable. At present, there are three separate and distinct veterans' pensions committees on Capitol Hill, each grinding out legislation for its own group with no thought of the other two. The Invalid Pensions Committee was named to take care of veterans of the War of the Revolution and 1812. It is, of course, the oldest of the three and has jurisdiction over all legislation affecting veterans of wars prior to and including the Civil War, as well as legislation affecting "peacetime" veterans. In the natural course of events all veterans' legislation for conscripts and guardsmen would be referred to this committee.

Legislation for veterans of the Spanish American War is handled by the Pensions Committee. Lastly, there is the more recent World War Veterans Committee. To combine these three committees and coordinate their activities would seem to be logical, but it is a safe bet that this will not be done in the near future. The question of committee chairmanships must be considered, not to mention clerk and janitor allowances and office space. Small items, to be sure, but they are not generally overlooked on Capitol Hill.

Social security legislation involving taxes as well as benefits is handled by the Committee on Ways and Means in the House and the Finance Committee in the Senate. Railroad Retirement legislation goes to the Interstate Commerce Committees of the House and Senate.

All these committees are concerned in the problem presented by the passage of the Selective Service and National Guard bills. Before the emergency responsible for the legislation, the agencies handling the various pension systems found a considerable degree of duplication. It goes without saying that the induction into military service of hundreds of thousands more men will increase the overlapping.

When the three veterans' committees came into being there was, of course, no social security program. Now, however, to regard the problem as entirely a veterans' matter would be to deprive many of the men now going into service of the benefits they have come to expect and, in a measure, have paid for.

To extend the Old Age and Survivors' Insurance program as basic protection would seem to be on the cards. And yet the veteran angle cannot be disregarded entirely. Nor can the question of employment after the year's training has been completed.

This was the situation confronting the conferees on the excess profits tax bill and it is no wonder that they ducked from under, leaving the next Congress to untangle the mix-up. Some attempt will be made to find the answer in these last weeks of the 76th Congress, but the time is too short to expect a solution.

As it now stands, the only sure benefits the conscripts and guardsmen will receive is Civil Service Preference. As yet, the commission has not handed down a decision on the subject, but a reading of the Veterans Preference Act leaves no doubt. Peacetime veterans, under the act, share in its benefits equally with those who saw war service.

DEFENSE HOUSING HAS GOTTEN OFF TO a flying start with $150,000,000 to spend under the Lanham Act, which places responsibility for the undertaking with the Public Works Administration. Every effort is being made to utilize private housing wherever possible. Just what defense housing has to be constructed, how many units, of what types, is being worked out in the office of the defense housing coordinator. The law authorizes the public works administrator to act through "the federal works agency, and other federal agencies, and any local agency, with the consent of such agency." It now seems likely here that much of the actual building will be done under the Public Buildings Administration.

DESPITE SOME GRUMBLING ON THE PART of private social agencies the War Department is determined to keep recreation and welfare in the training camps in its own hands. The Division of Morale and Recreation insists, however, that private agencies have not been shoved out of the picture. There is room and need, it points out, for everything the agencies can do in the communities near the camps.

Recently to its consternation, the division saw, on the front page of a Washington newspaper, a confidential memo to commandants of corps areas regarding camp "hostesses." The story brought a deluge of applications for hostess jobs and a flood of denunciatory mail from suspicious wives and mothers who saw in the hostess idea a threat to their men folk's constancy. As a matter of fact the hostesses will be only ninety-nine in number and are to be selected for their "motherly" qualities. The commandants of the various posts will do the selecting. The memo contained merely recommendations as to age and experience.

Post commanders will have charge of recreational programs but they must submit them to Washington for approval before putting them into effect.

FRIENDS OF THE RAMSPECK CIVIL SERVice bill will make a last stand for their measure when Congress resumes the regular order of business after election. The bill passed both House and Senate but in slightly different form. The Senate accepted the conference report, but the House returned it with instructions not to bring it back unless it carried the House-endorsed Keller-Nichols amendment on state quotas. Not so specific but equally emphatic was the notice served on the conferees that the House would not accept the Senate amendment permitting the substitution of fingerprints for photographs as means of identification on applications for civil service examinations.

The Civil Service Commission has declared the state quota amendment unworkable and there is some hope that the House may be persuaded to yield this point. There is none that it will recede on the fingerprints vs. photographs item.

(Continued on page 344)

The Common Welfare

Opportunity Waits

THERE will be no place within the military training camps for privately supported activities designed to minister to the religious and recreational needs of the men. The decision of the U. S. Army is couched politely but firmly. The army will have its own chaplains, one to every 1,200 men; it will have its own company and regimental recreation programs, its own library services, its own service clubs and guest houses complete with hostesses.

But what of the "on leave" time of the men when, if we know our American youth, they will look for amusement away from the sight and sound of the camps? That, says the army in effect, is the "opportunity" of communities adjacent to the cantonments and of national religious, recreational, and welfare organizations. It is not clear just where a Cape Cod community like Falmouth, Mass. (pop. 4,821) would find the resources to realize its "opportunity" to serve the thousands of men who presently will be quartered at Camp Edwards now building just to the north of it. Nor is it clear how the national organizations would go about setting up in Falmouth programs equal to such numbers. There is much talk of cooperation and coordination in a "united effort," with a committee of the National Council on Education and Recreation hard at work trying to reconcile the difficulties involved, including those of finance. But so far no formula satisfactory to everyone has been found.

In 1917 and 1918, it will be recalled, various welfare bodies—the Salvation Army, the YMCA, the Jewish Welfare Board, the Knights of Columbus, for example—were established within the training camps, each operating its own program. Activities outside the camps were promoted and coordinated by War Camp Community Service organized for the purpose with the blessing of the Secretaries of the War and Navy Departments. Programs in both camps and communities were financed by popular subscriptions, totalling some $188,000,000, raised by the United War Work Campaign.

As yet there is no indication of any leadership coming out of Washington for a program of community activities. How to evolve a unified adequate program without such leadership is a problem that now is challenging the national organizations.

Defense and Health

"HEALTH preparedness" emerged as the theme of the annual meeting of the American Public Health Association in Detroit last month. From the presidential address of Dr. W. S. Leathers of Vanderbilt University through the more technical addresses concerning tubercle bacilli and influenza viruses, it became apparent that modern interpretation of "health preparedness" involves not just preserving the health of military forces but guarding the health of the entire population. Dr. Leathers urged the adoption of a national health program which would make available adequate medical care for indigent and low income groups, the provision of funds for "a sustained fight against syphilis and gonorrhea," continued research in influenza prevention, the fullest development of immunizing agents in "every possible field," additional attention to the "new science of nutrition." Evidence of progress along some of these lines emerged in technical sessions where recent advances in research were reported. How far we remain from the goal of adequate care was indicated by Dr. Joseph W. Mountin of the U. S. Public Health Service, who presented data revealing an acute hospital shortage in large areas of the country, particularly in the poorer sections where illness is most frequent.

The association adopted a resolution emphasizing the necessity of maintaining civilian health in national defense and appointed a four-man committee on public health in the national defense with Dr. Leathers as chairman. Dr. John L. Rice, health commissioner of New York City, was elected as next president.

Conscience and the Draft Law

NO clear-cut issue was raised by the scattered individuals and the group of eight theological students who refused to register under the Selective Service Act. Twenty students at Union Theological Seminary, Columbia University, announced that because of "conscientious scruples" they intended to disobey the law. A dozen of them were persuaded, by the arguments of faculty advisers, of the American Civil Liberties Union, and of some of the 1,500 clergymen and prominent churchmen to whom they sent a mimeographed "manifesto," to abandon their extreme position. But eight held to their conviction that "conscription is a part of the war system, with which we cannot cooperate in any way." They failed to register, and are under indictment.

Unlike the protesting students, the American Civil Liberties Union made a clear distinction between refusal to register and conscientious objection to military service. In a statement issued October 12, this organization warned young Americans that those who deliberately did not register for reasons of conscience, or for any other reason, would be "in precisely the same position as draft evaders. . . . Their defense on grounds of conscientious objection would be exceedingly difficult." The faculty of Union Theological Seminary reached the same conclusions from a different approach:

> We recognize that there are circumstances when individuals or groups may deem it necessary to refuse to follow the will of government because to do so would be to deny their religious conviction. But in our judgment, refusal to register in accordance with the Selective Service Act does not involve this principle. To refuse to register and supply the government with factual information is to refuse what any government has a right to ask its citizens.

While requiring all male residents of the United States between the ages of twenty-one and thirty-five to register, the Selective Service Act specifically exempts theological students from military service, and also anyone "who by reason of religious training and belief is conscientiously opposed to war in any form." The local draft board is di-

rected to refer such cases, not as in 1917 to military authorities, but to the Department of Justice "for inquiry and hearing." If the objector is sustained, he may be assigned to noncombatant service or to "work of national importance under civilian direction."

Prison Congress

IN spite of its venerable age of seventy, the American Prison Congress, held last month in Cincinnati, was marked by increasing vitality. More than ever its participants were concerned with "what can be done" and "how can we do it" and were patient with theory only insofar as it bore promise for present-day practical application. The attitude was exemplified in a new-found concern over the difficulties caused by a parole policy which demands that no man shall leave prison who does not have a job waiting for him. This concern found its way into a resolution which, while it did not go back on the congress's traditional stand on employment as a condition of parole, recognized the need for modification because of widespread unemployment and inadequate job-finding facilities for prisoners.

Another congress concern arose not so much from platform discussions as from lobby talk and lunch table exchanges, but it also appeared in the resolutions. Why, delegates asked, should probationers, parolees and former convicts—unless habitual criminals or persons with a record of treason—be denied the privilege of serving their country, as they are under an act of 1877 forbidding their enlistment? Besides recommending the repeal of this act the congress urged that local draft boards, with whom lies the decision on whether or not convicted persons may be included in the selective service program, consider each man on his individual merits.

Other resolutions recommended the introduction of the indeterminate sentence into the federal penal system; widespread use of federal funds available for personnel training under the George-Dean act; establishment of merit systems for prison personnel; adoption of prison classification in short term institutions. Still others condemned the disproportionate outlay of funds for the construction of maximum security institutions and the sensational character of radio "crime prevention" programs.

Registration, which reached 630, was representative of forty-one states, Puerto Rico, and Canada. James A. Johnston, warden of the federal penitentiary at Alcatraz, was elected president to succeed James V. Bennett, director of the U. S. Bureau of Prisons.

Carrying On

WITH a curtailed program and a pruned staff, the U. S. Committee for the Care of European Children continues operation despite the British government's suspension of plans for evacuating children. Three needs lie behind this decision: the need for supervision of the 1,000 children who already have come to this country under the committee's care; the need for assisting children who still are coming under individual arrangements; the need to be prepared for a possible large scale evacuation program in the spring. Most of the children who came to the United States under committee auspices already have been placed in foster homes. The committee receives regular reports from supervising child caring agencies on their welfare and is in a position to arrange for replacements where unforeseen circumstances make it impossible for the foster parents to continue care. Because children are trickling in under private arrangements, the committee continues to offer the use of its visas to "specified" children, so that they may have the advantage of its supervisory protection. The American Committee for the Evacuation of Children in London remains active to cooperate in the emigration of children for whom passage has been obtained, but neither committee will make any attempt to secure passage as long as evacuation plans are in abeyance.

Though active promotion of its $5,000,000 fund raising campaign has been temporarily dropped, the U. S. Committee, with an eye to the future, continues to accept applications from prospective foster parents of "unspecified" children. In the months ahead it plans to study its methods and procedures and to iron out the wrinkles inevitable to any "emergency" organization. At the head of the present staff of thirty remains Eric H. Biddle, just returned from a month's visit to London. Mr. Biddle reports that the British public is in favor of an eventual resumption of the evacuation program.

Mrs. John M. Glenn

MARY WILCOX GLENN died on the evening of November 3, in New York City. Though she had suffered from increasing arthritis for over two years, the end came unexpectedly.

With Mrs. Glenn's passing the little band of surviving pioneers in social work closes ranks once more. As a very young woman, she became secretary of the Henry Watson Children's Aid Society in Baltimore, where Mary E. Richmond was also beginning her career as secretary of the Charity Organization Society. They continued to be friends and co-workers as long as Miss Richmond lived.

After her marriage in 1902 to John M. Glenn (until 1931 the general director of the Russell Sage Foundation), Mrs. Glenn had a long and useful career of voluntary activities in the social work field—with the New York Charity Organization Society, the American Red Cross during the last war, the Church Mission of Help, the International Migration Service, and many others. She was chairman of the executive committee of the Family Welfare Association of America from 1920 to 1924, and from then until 1936 served as its president. She was elected president of the National Conference of Social Work in 1915, and attended the meeting of the International Conference of Social Work at Frankfort-am-Main in 1932 as chairman of the American committee.

Increasing ill-health caused Mrs. Glenn to relinquish most of her activities several years ago, but she continued up to the time of her death to serve as chairman of Hospites, the American social workers' hospitality group. Its September executive committee meeting was her last meeting with a group of her fellow-workers; the last official communication to go out over her signature was a report to Hospites' contributors.

Mrs. Glenn's life was not carried on in separate compartments. Her activities for social work were part of her religion, and both were integrated into the texture of life as she lived it. No call that she was able to answer ever went unheeded. In her convictions, and in her devotion to the cause of social work, the word that best describes her —even up to the end, resolutely disregarding increasing pain and weakness—is "steadfast."—J. C. C.

The Social Front

Wages and Hours

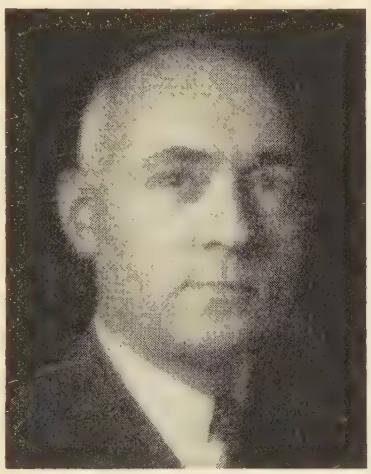
ON October 24, the Fair Labor Standards Act attained one of its two objectives, the forty-hour week. The act provided for a progressive approach to this goal, with a year by year drop from forty-four to forty-two and finally to forty hours a week for all covered workers in interstate commerce. In his announcement reminding industry of the new limit beyond which workers coming under the law must be paid an overtime rate, Col. Philip B. Fleming pointed out that the work week is not rigid: "There is nothing to prevent anyone working forty-eight hours, or even fifty, or sixty, as long as he is paid time and a half for overtime." He added, "Congress intended this overtime provision to be a kind of penalty on the employer which would encourage him to eliminate overtime and employ more workers." It is estimated that of 12,600,000 workers covered by the Fair Labor Standards Act, some two million will have their hours of work reduced or their earnings increased by the change from the forty-two to the forty-hour week.

Hotel Workers—Under a directory minimum wage order issued by Frieda S. Miller, New York State industrial commissioner, a bottom level is set for all women and minors employed in the hotels of that state, effective November 25, 1940. A substantial proportion of the 30,000 workers covered by the order will have their wages raised. Waitresses will get a minimum cash wage of 26 cents an hour, chambermaids and bathmaids, 33 cents, and all other women and minors who do not receive meals and lodging, 36 cents. If the employe gets one meal a day, the rate is 3 cents less an hour, and 6 cents less if two or more meals are provided. Half the women and minors in hotels throughout the state now earn less than $10 a week, Miss Miller reports. Four public hearings were held by the commissioner before her approval of the report of the Hotel Minimum Wage Board. A final hearing October 30, after the wage order was issued, discussed definitions of "employe," "counter waitress," "camp counselor," and a provision regarding uniforms.

Restitution—Last month the Atlantic Coast Line Railroad passed out checks totaling $260,000 to 5,782 section hands. These payments were in conformity with the stipulation entered into when a judgment against the railroad for violation of the Fair Labor Standards Act was signed on May 31, 1940, by Federal Judge Robert N. Pollard of Richmond, Va. The employes are scattered in Virginia, North and South Carolina, Georgia, Florida, and Alabama. In the suit against the railroad, the Wage and Hour Division charged it with making illegal deductions from the pay of the section hands for inadequate, unsanitary and, sometimes, "non-existent" housing.

Subsequently, in an employe suit in North Carolina, all the charges made by the division in its administrative suit in Virginia were sustained, and U. S. District Judge Isaac M. Meekins found: "The railroad charged rental for inadequate and non-existent housing; for water pumps that didn't pump; for sanitary provisions where none existed; for special police protection from 'hoodlums' which was not provided; for old cross ties for use as fuel at $5 per cord when cord wood was selling in the community for $1; for transportation from the section house to the job on the tracks; and for the ice in the water provided the men while at work."

The stipulation entered into by the railroad now provides a minimum standard of housing for which the railroad will, in the future, be permitted to charge rental.



Kaiden Studios, Inc.

LEONARD W. MAYO

News of the month among social work educators is the appointment of Leonard W. Mayo of New York as dean of the School of Applied Social Sciences of Western Reserve University, Cleveland, the appointment to be effective on the retirement, at the end of the academic year, of Dean James Elbert Cutler who founded the school in 1916 and who is now on a year's leave. Mr. Mayo will join the faculty on January 15 as associate dean and professor of social administration.

Mr. Mayo's career in social work has been varied and distinguished. He long has been identified with the New York School of Social Work and for more than four years has been with the New York Welfare Council, latterly as associate executive director.

Injunction Suits—Twenty-two manufacturers of men's and boys' clothing were named in injunction suits filed in the federal court in the important Manhattan-Brooklyn center of the industry, charging persistent violation of the Fair Labor Standards Act. The complaints, entered by the regional director of the Wage and Hour Division of the U. S. Department of Labor, charge the clothing makers with failure to comply with the record-keeping provisions of the act, and are part of the mass compliance drive launched by the division in the early fall to bring the entire men's clothing industry of Greater New York into full compliance with the wage-hour law. The firms named as defendants employ a total of 1,265 workers, ranging from six in one plant, to more than 150 in the larger firms. Investigation of the individual plants revealed several which had never kept any records of the hours worked by any of their employes since the act went into effect, October 24, 1938. In one plant overtime hours worked had been erased from the employe's card, and the inspectors found evidence in other plants that indicated that the failure to have cutters, shippers, and office help punch a time clock was to avoid payment of overtime to these workers.

Redefinitions—The Wage and Hour Division of the U. S. Department of Labor recently made public new definitions of "executive, administrative, and professional employes" and of "outside salesmen." The purpose of the rulings was to make clear the classes of white collar employes who need not be paid overtime under the forty-hour week provisions of the Fair Labor Standards Act. An executive is defined as one whose primary duty is managerial and who, among other qualifications, receives $30 or more a week. Administrative employes now are defined as those whose duties, while associated with management, are functional rather than supervisory, and who are paid not less than

$200 a month. The definition of a worker employed in a "professional capacity," and therefore exempt from the overtime provisions, was broadened by including the artistic professions, and narrowed by requiring that the exempted "professional" must be paid $200 a month or more. The salary requirement does not apply to licensed members of the legal and medical professions. The definition of "outside salesmen" was broadened to exempt from minimum wage and overtime requirements "driver-salesmen," advertising solicitors selling publication and radio advertising contracts, and freight solicitors. It is estimated that after October 24 the new rulings will exempt some 250,000 employes from the overtime provisions of the wage-hour law.

The Insurances

IN the biggest job of searching a man's work record ever undertaken in the files of the Bureau of Old Age and Survivors' Insurance, twenty clerks and accountants finally found 90 cents of wage credits, which made a worker's widow and four young children eligible for benefits. When her husband died, this widow applied for benefits. The record showed that the worker had met minimum requirements ($50) for earnings in five calendar quarters, but had wage credits of only $49.10 in the sixth of the six necessary quarters. The widow recalled that two employers for whom her husband had worked were not included in the record. The search for the missing 90 cents began. When the complete record of the man's earnings finally was compiled, it was learned that one employer had failed to report earnings of $5, because he considered the sum "too trivial." The $5 will mean that the Maryland widow and her four children will be able to collect several thousand dollars in benefits before the youngest child reaches eighteen.

Tax Exemptions— In a number of states—New Jersey and New York among them—the responsible state officials have ruled that payments voluntarily made by an employer "to or in behalf of" a man in military service do not constitute wages on which unemployment insurance taxes are payable.

For Railroaders— The Railroad Retirement Board has announced details of the more liberal benefits available to railroad employes when the amendments to the Railroad Unemployment Insurance Act go into effect November 1. Last year, when published figures showed that about $15,000,000 was paid out in benefits with gross contributions from employers amounting to over $65,000,000, employers sought a cut in their rate of contribution from 3 to 2 percent. Railroad labor countered with a demand for more liberal benefits, and this proposal was adopted by Congress. Under the changed act, the range of actual benefits is increased from a minimum of $140 and a maximum of $240, to a minimum of $175 and a maximum of $400. This is due to an increase in daily benefit rates, and also to an increase of the maximum annual benefit period from eighty to a hundred days. The waiting period is reduced to one week.

In Time of Disaster— An "itinerant office" of the Social Security Board was set up at Kenvil, N. J., to receive claims for benefits from the survivors of the victims of the Hercules Powder Company explosion. Regional Director W. L. Dill estimated that survivors of more than forty victims of a disaster which killed over fifty would receive substantial monthly payments through the old age insurance program.

Social Insurance Abroad—England, France, and Germany all have provided against any loss to men in military service in connection with old age benefits. In France and Germany all soldiers are considered to have received the same pay throughout their military service that they were getting when they were mobilized. They and their families will be eligible for benefits without payment of contributions during service. In England, the soldier must keep up his own contribution toward his insurance, but the employer's contribution is paid by the government.

In the midst of the war crisis, England has liberalized its social insurance system. The pensionable age for women covered by the Old Age and Widow's Pension Act was reduced July 1 from sixty-five to sixty years. To raise funds for this purpose, contributions were increased by 2d. weekly for men and 3d. for women, the employer paying 1d. in each case. The amendment also provides for supplementary allowances for aged annuitants who are in need, and for some liberalization of unemployment insurance, particularly in the rate of benefits to dependents.

Teachers and Security — A recent memorandum prepared by the National Education Association, 1201 Sixteenth Street, N. W., Washington, D. C., outlines the provisions of a pending bill, S.4269, which would extend the coverage of the Social Security Act to include public employes. The memorandum suggests three positions on the measure which may be taken by the organized teaching profession: to urge the passage of the bill, which would bring teachers under social security while making it necessary to adjust present retirement systems to the federal act; to urge the amendment of S.4269 to exempt all existing (and future) teacher retirement systems found actuarially sound by the Social Security Board; to oppose the extension of the Social Security Act. The NEA holds that "at present the best position to take is the second," reasoning that the existing actuarially sound systems "have an excellent record for efficiency and effectiveness; they include a large proportion of the teachers in public elementary and secondary schools; they usually provide larger old age payments than are now permitted under the federal law; they usually provide disability benefits not provided by the federal program; they usually permit the withdrawal of deposits of teachers who leave teaching, while social security deposits are not returned to those who discontinue employment covered by the act. On the other hand survivors . . . are paid benefits under the Social Security Act if a covered employe dies before reaching retirement age.

"Also, by taking this position, the profession indicates that it recognizes and wants the benefits of social security for teachers in those states not now providing adequate protection."

The memorandum reports that hearings on S.4269 probably will begin in December. It is now in the Senate Finance Committee.

Record and Report—As Number 5 in its pamphlet series, the Committee on Social Security of the Social Science Research Council, 726 Jackson Place, Washington, offers "Social Insurance and Agriculture," by William S. Hopkins, "a memorandum presenting suggestions for research and a bibliography."

The Public's Health

FIRST state trichinosis commission anywhere in the country was recently set up in New York to study the desirability of legislation to prevent feeding raw garbage to hogs. The commission will also investigate methods of preventing the infection of live hogs with the trichinae parasite through serum tests and microscopic inspection.

Medical authorities estimate that trichinosis in humans is a greater problem in the United States than in any other country in the world. Because of the similarity of its symptoms with the clinical manifestations of other diseases exact reports on its extent are unavailable. However, most authorities agree that it is far more widespread than is generally recognized, estimates of the proportion of the population which has been infected by the parasites running from 12½ to 27 percent. At times the disease is severe enough to cause death, at other times it remains so mild as to escape attention.

Most common source of trichinosis in humans is raw or undercooked pork which comes from infected hogs. Infection in hogs originates with uncooked pork scraps fed to them in garbage. Public health inspectors have found that 5 percent of garbage-fed hogs are trichinous. Nevertheless, in many towns hog feeding is the main method of garbage disposal. Because trichinae die at a temperature of 160 degrees, energetic health departments have been launching preventative campaigns from two directions: warnings to the public not to eat pork unless it is cooked until it turns white; warnings to swine-growers and garbage disposal units to cook all garbage used for hog feeding.

About Tb.—"Add to our wit a touch of the relentlessness of our enemy and he has no chance of survival," says Kendall Emerson, managing director of the National Tuberculosis Association, in reference to the persistent human enemy, the *tubercle bacillus*. Among the weapons human wit has devised in its constant fight against this microscopic scourge are the Christmas seals sold yearly by tuberculosis associations throughout the nation to provide money for tuberculosis prevention, treatment, nursing, education, case finding, research. This year's seal sale begins November 25.

Help to Protect Your Home from Tuberculosis

Beginning this fall compulsory tuberculin testing of highschool students became effective in New Jersey. Students with positive reactions are to be given X-rays. Those found to have the disease in communicable form will be excluded from school. Incipient cases will be referred to physicians for treatment. . . . A recently completed seven-year survey conducted by the New York City Department of Health indicates that about 2.5 percent of the population is suffering from some stage of tuberculosis. About 85 percent of those afflicted are ignorant of the fact. . . . Plans for the rehabilitation of the tuberculous are under study in New York through the cooperative efforts of tuberculosis and health associations of New York, Brooklyn, and Queensboro and the New York State Board of Vocational Education. The enterprise will "demonstrate and establish methods of vocational guidance and advice; selection of cases for preparation for employment; placement in employment."

Hospital Plans—A prepayment hospitalization plan for indigents or "near indigents" is in process of organization in Hillsdale County, Mich. Indications are that fees will be set at 10 cents a week for an individual, 20 cents for a couple, and 25 cents for an entire family, and will cover hospitalization in wards for not more than twenty-one days a year. Sponsors of the plan expect it to afford an opportunity for 50 percent of those who ordinarily would receive hospitalization at public expense to pay their own way. The county board of supervisors already is considering a proposal to take out coverage for all public dependents in the county. . . . The Group Hospital Service of St. Louis has added three new benefits for its subscribers: two weeks care in a general hospital for previously excluded illnesses such as tuberculosis and mental disorders; special medications required by a patient while in the hospital; emergency room service in accident cases. . . . Last month the Manhattan General Hospital in New York City began operation of a hospitalization and medical care program for the 2,000 unemployed members of Local 802, American Federation of Musicians, and their families. Costs will be met from the union's funds and will involve no additional membership assessment. Available services include diagnosis, X-ray, medication, obstetrics, and hospitalization up to twenty-one days. If the plan proves successful, it may be extended to the families of the union's 22,000 members.

In Print—A historical and descriptive account of the "domiciliary medical service" of the Boston Dispensary has recently been issued under the title, "Medical Care of the Sick in their Homes," by Frank D. Wing. The whole leads up to the point that voluntary contributions can no longer be expected to support the total load of caring for Boston's "medically indigent." Five alternatives are suggested for consideration, the favored one being reimbursement of the dispensary by the city on a per visit basis. Price 25 cents from the dispensary, 25 Bennet Street, Boston. . . . Reprints of "State Medicine and Personal Choice of Physician," by Dr. Inez C. Philbrick which appeared in a recent issue of the *Medical Record,* are available on request from the author, Route 5, Box 477, Dayton, Ohio. The article refutes the contention that good medical service is dependent on free choice of physician. . . . The 1939 report of the International Health Division of the Rockefeller Foundation is just off the press. It contains reports on the division's research in viruses, control and investigation of specific diseases, aid to state and local health departments. Expenditures for the year reached $2,269,229. From the foundation, 49 West 49 Street, New York. . . . "Advances in New York City's Health," the 1939 report of the New York City Department of Health, contains a summary of the department's expanded activities since 1934. Vital statistics show that 1939 was the healthiest year in the city's history with the exception of the previous year which produced the lowest deathrate on record. From the department, 125 Worth Street, New York. . . . "The Problem of Cooperative Medicine," by V. J. Tereshenko, is the first of a series of four publications on a study of cooperative medicine to be published by the cooperative project of the New York City WPA. The pamphlet presents an outline of the need which has produced cooperative medicine, attempts to clear up confusions in terms, gives the arguments made by its antagonists and protagonists.

Needed—Receipts of last January's "Fight Infantile Paralysis" campaign were higher than those of any other year, according to figures recently reported to President Roosevelt. Total profits from the President's birthday balls and the March of Dimes reached $1,407,245. Of this amount $768,780 remained in the communities where the money was raised, to finance local efforts in controlling the disease; the rest went into the coffers of the National Foundation for Infantile Paralysis for distribution to numerous organizations seeking to eradicate the disease and for emergency aid in special localities. Among the places where need was great during the recent summer and fall outbreaks [see *Survey Midmonthly*, October 1940, page 300] were the states of Washington, West Virginia, Indiana, Ohio, Michigan, Iowa, Kansas, Illinois, Kentucky, and Montana. By the middle of September there had been 4,856 cases of infantile paralysis throughout the country during 1940 as compared to 3,955 for the same period last year. Last year's cases, moreover, were four times as numerous as those of 1938.

Relief and WPA

RELIEF-crisis-of-the-month for October occurred in New Orleans, La., where public finances were in such a state that the city had to turn down the federal offer of 2,000 additional WPA jobs although it had a list of 10,000 "certified" workers waiting assignment. The offer, according to the mayor, could not be accepted because of lack of funds for sponsorship of projects. To make matters worse, a large proportion of the 10,000 already on the rolls were scheduled to be dropped October 20 for the same reason. However, on the eve of the scheduled dismissals, announcement was made that they would be deferred until December 31; that money to continue the projects had been obtained from the city's general fund.

In the meantime the city dispenses

general relief only to unemployables. Though the total case load is only 456, there is a waiting list of 7,000, to which 1,600 new applications have been added in recent weeks. According to the city welfare director, many unemployed men have been deserting their families in order to make them eligible for aid under the social security program.

When It's Over—Provisions for reinstatement into WPA of workers called up for military service have been announced by the New York City WPA office. Applications for reinstatement must be made within forty days after satisfactory completion of service and must be accompanied by a certificate to that effect. Certified project workers called into the army may request that their WPA jobs be filled by other members of their families while they are gone, but such requests must be made prior to the employe's date of "separation" from WPA.

Against Aliens—Beginning this month, aliens in Cleveland who have not applied for naturalization papers will no longer be eligible for relief. About 5,000 of the city's relief clients are foreigners.

Case Loads—On the eve of a recent realignment of home relief case loads to bring the average to sixty-six cases per visitor, the New York City Department of Welfare issued a list of average case loads in thirteen other large cities. In none was the average under a hundred; in five it reached 150 or over. In two, San Francisco and St. Louis, averages were as high as 200 cases per visitor, though San Francisco was reported as "now reducing to 150." The figures were adjusted to allow for differences in basic computation. . . . In San Antonio, Tex., the staff of the City-County Family Welfare Agency is so overloaded that dates for first interviews are set for two months after the date of application.

Case Characteristics—Females outnumber males on the Illinois relief rolls, according to preliminary reports now being released on the comprehensive survey of case needs and characteristics undertaken by the State Emergency Relief Commission a year ago. Almost half the persons receiving relief are under eighteen years of age. Four out of five are unemployable.

There is a higher percentage of unemployability among the Negroes on relief in the state than among the whites. Of the employable white men on relief in Chicago, half are over forty-five years of age. The employable white women are younger, the larger number of them being in the age group between eighteen and twenty-four. Employable Negroes on relief in Chicago are younger on an average than the white group, well over half coming between the ages of twenty-five and forty-four. The same is true of the Negro women.

More than half the "unemployable cases" in the state's relief load were so designated because of the disability of the economic head. In one seventh of the "unemployable" cases the economic head is over sixty-five; in one tenth he is under eighteen; in one fiftieth he is attending school. In downstate Illinois the percentage of "unemployables" sixty-five or over is twice as large as in Chicago.

One third of the economic heads of Illinois' "employable" relief cases are unskilled workers; one fifth are semi-skilled; one tenth, skilled; one twelfth, white collar; one seventh, domestic and personal service workers; one fifteenth, farmers or farm laborers and inexperienced persons.

ALICE P. GANNETT

More than thirty years in settlement work, twenty-three of them as headworker at the Goodrich Social Settlement, Cleveland, is the professional experience which Alice P. Gannett brings to her new office as president of the National Federation of Settlements. To this background has been added the richness of numerous outside interests, for Miss Gannett, like most settlement workers, never has limited her job to intramural activities and an eight-hour day. A sampling of her present concerns is illustrative: member of the Civil Liberties Union, of the executive committees of the Consumer's League of Ohio and the Cleveland Federation of Settlements, of the mayor's advisory board on recreation, of the board of trustees of Merrick House. As president of the National Federation of Settlements Miss Gannett succeeds Helen Hall, headworker of New York's Henry Street Settlement, who was first elected to the office in 1934.

More than 20 percent of Chicago's relief cases have been on the rolls for thirty-eight months or more, while long time cases make up less than 15 percent of the state's total case load. As would be expected, the study shows that unemployables tend to receive relief continuously for a longer period of time than employables.

Non-citizens constitute less than 6 percent of the total relief population in the state as a whole, though in Chicago the proportion reaches nearly 10 percent.

Last Hope—Any hope for abandonment of Illinois' three-year residence law [see *Survey Midmonthly,* August 1940, page 245] now rests with the state legislature. Last month the State Supreme Court handed down a decision finding constitutional and undiscriminatory the amendment to the Pauper Act which prohibits issuance of relief to persons who have lived in the state less than three years or have crossed county, city, or state lines for prolonged visits. Under present interpretation of the amendment, many persons who have been long time residents of Illinois and are clearly not eligible for relief anywhere else must be denied assistance by local relief administrations.

Enlightened Taxpayers—The unusual picture of a group of taxpayers urging the spending of larger sums is afforded in the recently issued "Public Welfare Survey of the Pittsfield (Mass.) Taxpayers' Association," by Philip C. Ahern. Here are the results of an analysis which has looked beyond the size of relief grants and expense of administration to causes and effects of the whole public welfare program. The report is divided into two parts, a case study and a study of personnel.

The first part, based on case samplings of each category of public assistance, belittles the idea that indigent persons would rather "live on the city" than support themselves, and finds the depression as the immediate cause of their dependency, linked with such other factors as poor health, insufficient education, family maladjustments, age disqualifications, lack of a trade or trained skill, and personal deficiencies. On these findings are based recommendations for health insurance for low income groups, the extension of the compulsory education age and of vocational training within the schools, the adoption by business and industry of an employment policy viewing men on the basis of their capabilities rather than their age, and the inclusion of a vocational training program within the relief program.

The second part of the study emphasizes the importance of maintaining professionally trained social workers in a public welfare program. Its conclusions are based on the finding that at least

half the public welfare case load is made up of "victims of the economic dislocation" for whom some hope of rehabilitation remains if their morale can be maintained. Says this taxpayers' study: "The community must be prepared to set up high professional standards and to pay salaries commensurate with such training." It also recommends specific case work procedures for cases "susceptible of solution" with reemployment always as the ultimate goal. In addition it proposes a detailed study of the city's employment capacity in relation to its unemployed and the setting up of a committee of industrialists, businessmen, social workers, and public welfare officials to "establish ways and means of reemploying worthy welfare recipients."

Recreation

NO exception in the general preoccupation with defense was the National Recreation Congress held in Cleveland last month. Through five days of round tables and general sessions, the question of the place of recreation in the defense program kept coming to the fore. Two viewpoints gradually emerged dividing the participants into two camps: those who saw future recreation programs as a part of "total preparedness"; those who pictured them as an "escape from mobilization jitters." Nearly everyone, however, conceded that, in the future, recreation agencies would have less money with which to perform what would have to be a better job.

In spite of the realization that curtailment of recreation programs probably is inevitable, the delegates to the congress gave evidence that these cuts would not be taken lying down. For example, in a unanimous resolution, they protested the recent recommendation of the federal Bureau of the Budget for discontinuance of the naturalist programs in the national parks. Though the congress's constitution bars it from taking any kind of "social action," the temper of the meeting indicated that the opposition would not end with a resolution but would express itself vigorously through the congress's affiliated organizations.

The announcement that the army would control all recreation activities in the military training camps narrowed the field of concern of recreational agencies to ordinary communities and to the sixty industrial centers where defense workers are quartered away from their homes. The immediate problem posed by the industrial concentrations was placed before the congress by Howard Braucher, secretary of the National Recreation Association, who said that it could be met only by the coordination of all recreational facilities in the affected communities, whether "municipal, religious, private, or professional."

Featured speaker at the opening session of the congress was Fiorella H. La Guardia, mayor of New York, who stressed the importance of recreation as a function of government: "It is useless to spend millions on schools and to neglect the children out of schools . . . to spend millions on hospitals and not carry the public health work through to the playground." Another general session was headed by Dr. Henry Noble MacCracken, president of Vassar College, who emphasized the importance of play in the development of a normal individual and pointed out that during the last war the neglect of play programs was responsible for an increase in juvenile delinquency. At the same session John G. Winant, the congress's vice-president, paid tribute to its late president, John H. Finley. Since Dr. Finley's death last winter the congress has been without a president.

Summaries and conclusions of the various round tables were presented at the closing session. They included suggestions to renew emphasis on athletic programs as an important preparation for defense; to increase attention to the recreational needs of small girls, who have always represented the largest gap in recreational programs; to discourage the unprofessional participation of police departments in community recreation planning.

As usual, folk dancing was a popular feature at the congress. Emphasis this year was on early American dances with square dances, schottisches, and reels livening every moment between sessions.

Cleveland Study— In an effort to determine its recreational needs, the city of Cleveland has been subjected to a complete physical examination by the Department of Parks and Public Property. The results in terms of diagnosis and prescribed remedy are contained in three fat mimeographed reports, recently issued under the over-all title, "Public Recreation in the City of Cleveland." Volume I, edited by H. E. Varga, department director, consists of a collection of articles by various park officials surveying the city's public recreational facilities and comparing present conditions with those of a decade ago. Volume II (in two parts), by G. Leslie Lynch, department landscape architect, presents a detailed study of the characteristics of the city's eighteen neighborhoods along with recommendations for improvement which would raise the city's public recreational area from the present 4.7 percent to 10 percent of total city area. Among specific suggestions are: parkways for thoroughfare traffic; the acquisition for park purposes of the city's beautiful lake frontage—now almost entirely privately owned; the development of 1,817 acres of playgrounds and playfields in addition to the 255 acres now in use for these purposes.

For Hobby Lovers — In New York City a WPA service brings opportunity to hobby lovers to follow avocations which otherwise might be closed to them because of cramped living quarters or inability to purchase tools. Opened three months ago in downtown Manhattan, the Hobby Workshop is drawing participants from the city's five boroughs. Forty-eight weekly groups under WPA-trained leadership follow forty-five types of hobbies: among them, woodwork, metal work, ceramics, weaving, photography, drama, puppetry, painting, singing, and various forms of athletics and dancing. Membership is open to adults over eighteen years of age. The project is not a teaching center. Leaders are provided only to offer ideas and advice to members, who come to the workshop to practice hobbies in which they have already developed some skill. Among the 400 members are many refugees who are finding a chance not only to continue some well-loved hobby but also to become acquainted with Americans and American customs.

Occupying a building which was once a settlement house, the workshop is completely equipped with the space, facilities, and tools necessary to the various hobbies. Materials must be furnished by the participants. The workshop is in operation five evenings a week. During the day the building is used for training classes for WPA recreational leaders.

Professional

NATIONAL leaders in the welfare field last month joined 1,500 Ohio social workers at Columbus in celebrating the golden anniversary of the Ohio Welfare Conference, second oldest social work conference in the country. In contrast with the meeting of a handful of "charity workers" in Columbus fifty years ago was this year's four-day conclave embracing numerous general sessions, divisions, "kindred" and special groups. Although the speeches at the general sessions were shot through with concern for democracy, on the whole the conference kept its nose to the grindstone of specific social work problems. Among the "special attractions" were Katharine F. Lenroot, chief of the U. S. Children's Bureau; Jane M. Hoey, director of the bureau of public assistance, Social Security Board; Dr. Charles W. Gilkey, dean of Rockefeller Chapel, University of Chicago; Malcolm R. Crew, general secretary YMCA, Santiago, Chile; Howard Y. McClusky, associate director American Youth Commission. The conference elected as its next president Charles G. Stillman, di-

rector of the School of Social Administration, Ohio State University.

Fellowships—Two fellowships in public welfare administration recently have been established in memory of Grace Abbott. The national board of the Delta Gamma fraternity, of which Miss Abbott was a member in her student days at the University of Nebraska, will award $1,000 for the academic year 1941-42 to the woman graduate of an American college or university who has had experience in the public social services, who submits an approved plan for professional study, and who plans to return to public welfare work. Application blanks will be available after December 1, from Mrs. Russell Wildasin, 3019 Harvard Boulevard, Dayton, Ohio. The Grace Abbott Memorial Fund, founded by some of Miss Abbott's old students and associates, has been presented to the University of Chicago for the permanent endowment of a Grace Abbott Fellowship at the university's School of Social Service Administration. It will be available to a man or woman who has come from and plans to return to the public welfare field. Preference will be given to candidates from the child welfare services.

Case Work Contest—The second competition in the demonstration of case work practice has been announced by the social case work section of the National Conference of Social Work. The contest this year is open to case workers with a minimum of four years experience in a public or private agency, two of which may have been in a professional school of social work. As in last year's competition, manuscripts submitted must be typed and must be limited to 2,500 words, of which not more than 1,000 shall be case material, the remainder discussion. The material must be based on the contestant's own work on an active case.

Authors of the three papers adjudged best will be invited to present them before the case work section of the Atlantic City meeting of the National Conference next June. Judges are to be selected by the program committee of the section. All papers must be received by February 15, by the chairman, Ruth Smalley, School of Applied Social Sciences, University of Pittsburgh.

Periodicals—*Phn* is the name of the new quarterly house organ of the National Organization of Public Health Nurses which takes the place of the former *Listening In*. Volume 1, Number 1 appeared last month. Free to NOPHN members, 10 cents for outsiders, from the organization, 1790 Broadway, New York City. . . . A twenty-four page quarterly, *Mental Health Sentinel*, "profusely illustrated," is being published by the Massachusetts Society for Mental Hygiene in place of the former four-page *Monthly Bulletin*. The bulletin made its last appearance in September. The new publication will contain articles by members of the society's editorial staff, composed of psychiatrists and experts in mental health. Price $1 a year from the society, 3 Joy Street, Boston. . . . All the way from Bombay comes the first issue of the *Indian Journal of Social Work*, professional journal published by the Sir Dorabji Tata Graduate School of Social Work. The issue is devoted to papers on child labor and juvenile delinquency in India.

Professors—In accordance with the terms of the affiliation between the New York School of Social Work and Columbia University, the twenty-six members of the school staff have received Columbia faculty appointments, eleven of them as professors of social work. Heading the list is Walter W. Pettit, director of the school.

People and Things

GOOD news to harassed chairmen of programs in search of a speaker is the announcement that Owen R. Lovejoy is professionally available this winter for institutes, series of lectures, or single addresses on a range of topics of much timely interest. Social workers the country over are familiar with Mr. Lovejoy's engaging qualities as a speaker and the way in which his ripe philosophy and seasoned judgment illuminate his subject matter. Recently, since he ended his four-year association with the American Youth Commission, he has been in demand by women's and business men's clubs, adult education forums, and civic groups of various kinds to speak on such topics as "Youth Needs and Community Resources," "Making the Public Schools Public," "Training in the Art of Social Behavior," "Should Parents be Allowed to Survive." Last spring he conducted a four-day institute for the Florida State Parent-Teacher Association on the topic, "Children and Youth in a Democratic Society." Mr. Lovejoy is living in Washington, D. C. this winter, at 1628 Twenty-first Street.

Honored—To Homer Folks' already notable collection of honors, the Roosevelt Memorial Association has added its distinguished service medal, one of three conferred annually. Others receiving the 1940 medal were Grenville Clark, New York attorney, "for the promotion of national defense," and Chester H. Rowell, California editor for his "use of the power of the press to advance the public interest." Mr. Folks was cited "for the advancement of social justice. . . . For almost fifty years he has been a fighter for the public welfare especially in the fields of public health and the protection of children."

Here and There—A new position of liaison official between the churches and the Protestant chaplains administering to men in military training and in the army and navy, has been created by the Federal Council of Churches of Christ in America in cooperation with the general committee on army and navy chaplains. Paul Dwight Moody, president of Middlebury College, Vt., has been chosen for the post. Bishop John Frances O'Hara occupies a similar position in the interest of Catholic chaplains and the Roman Catholic Church. . . . Succeeding Dr. Sigismund S. Goldwater, recently resigned as New York City's commissioner of hospitals, is Dr. Willard Cole Rappleye, on fifteen months leave of absence from Columbia University where he is dean of the College of Physicians and Surgeons. . . . Howard W. Nudd, for twenty-eight years director of the Public Education Association, New York, has resigned to become confidential secretary to James G. McDonald, member of the New York City Board of Education. . . . Two promotions were recently announced by the Farm Security Administration: Major John O. Walker, former director of the resettlement division has been made an assistant administrator; Mason Barr, previously assistant to an assistant administrator, assumes Major Walker's former post.

Changes—Berkeley G. Tobey, after nine busy years in New York's Bronx with the erstwhile AICP, now the Community Service Society, has turned his back on the East and gone to Los Angeles for a winter of its justly famous sunshine. . . . Lester B. Granger has left the New York Welfare Council where he was secretary of the committee on Negro welfare, to become assistant executive secretary of the National Urban League. . . . Poor health has forced the resignation of Mary C. Tinney from her position as director of the division of professional and service projects of the New York City WPA. . . . Raymond F. Clapp, former manager of the Indianapolis Community Fund, recently was appointed consultant economist with the Social Security Board. In his place in Indianapolis stepped Virgil Martin, for the past three years assistant manager of the fund. . . . The Jewish Social Service of Newark, N. J. has a new staff member in Frances Volow Berson, a graduate of the Smith School of Social Work.

New headworker at Union Settlement, New York, is Clyde E. Murray, former director of Munhall Neighbor-

hood House, Munhall, Pa. He succeeds Helen Harris, now NYA administrator for New York City. . . . Christine Rayer, formerly on the staff of the North East Neighborhood House, Minneapolis, has become headworker of the Garfield Community Center, Denver, Colo. . . . Georgia McNemer, erstwhile assistant to the director of the Texas State Child Welfare Division and president of the Fort Worth Junior League, has joined the staff of the Association of Junior Leagues of America as welfare field representative. She succeeds Lettie Witherspoon who has resigned to take a trip to the altar. . . . T. Arnold Hill, until recently on the staff of the National Urban League, has been appointed assistant director of the division of Negro affairs, National Youth Administration. . . . Thomas H. Hoare begins work this month with the Massachusetts Association of Personal Finance Companies as director of the division of social relations. For the past two years he has been director of public relations for the Greater New York Fund; before that he was with the American Association of Social Workers.

Elected— Judge Cecil B. Wiener of the Children's Court of Buffalo was elected president of the New York State Conference of Social Work held in New York City last month. . . . New president of the New York Adult Education Council is Harry J. Carman, who fills an office left vacant last winter by the death of John H. Finley. Dr. Carman is professor of history at Columbia.

In Memoriam— A memorial service in honor of Lillian D. Wald is to be held on Sunday, December 1, in Carnegie Hall, New York. Tickets may be had on application to the Henry Street Settlement, 265 Henry Street, or to the Henry Street Visiting Nurse Service, 262 Madison Avenue.

Deaths

CHALICE COYLE, prominent in the Washington, D. C. League of Women Voters and active in the league's efforts to raise relief standards in that city; author of "Behind Washington's Marble Facade" in *Survey Midmonthly*, August 1939. She was the wife of David Cushman Coyle.

JOSEPH J. CANAVAN, chairman of the New York State Board of Parole and of the nationwide Committee of Standards and Procedures for Parole Selection and Release. To Mr. Canavan belonged the credit for New York's effective parole legislation and its conscientious enforcement. During his six years as a member of the state board there was a continuous drop in recidivism among parolees.

Readers Write

Fortitude

TO THE EDITOR: My cooperating membership in Survey Associates, of blessed inspiration, is due next month. I asked the bank if I would be allowed to send my dues and was told: "With regard to the subscription of about £2.12.6 for a New York organization, if you will in due course send me full particulars of this, including the application from the U. S. A., I shall be pleased to submit the matter to the Authorities."

Could I, therefore, please bother you to send me a requisition for the subscription so that I may send you a cheque that will be honored? I am sorry to give you this trouble, but the regulations for sending money abroad are very stringent. Will you please indicate on the requisition that I have been a Survey Associate for nine years. That would strengthen my case.

I have come to Birmingham to do some war work running clubs. It really isn't my type of work, but as they were in a hole, and I was asked, I came. The nightly air raids play havoc with clubs for we have to get the girls and boys out into shelters at maximum speed. They are loathe to go, for to them it's a "spoilt" evening. We have wonderful premises and it does seem bad luck not to be able to utilize them.

The fortitude of our people would delight your heart. Their little houses go down like a pack of cards when a bomb breaks near them. But that doesn't "down" the people. Most of them have taken years to get their homes, and it is as if a giant blew them out like a candle. But life is greater than death, and material possessions are not important. It is appalling, however, that we needed a blood bath to learn this.

We are grateful indeed for all the generous help of the U.S.A. in so many little ways, as well as the big spectacular ones.

KATHARINE C. DEWAR

Birmingham, England.

Twenty Years After

TO THE EDITOR: I think *Survey Midmonthly* readers would be interested in recalling the late Florence Kelley's part in a news item of October 15, 1940: "Truth in Fabrics bill is signed by President Roosevelt . . . all woolen fabrics hereafter must be labeled in such a manner as to indicate their exact wool content . . . every woolen article must carry a label certifying whether it is made entirely of virgin wool, if all wool, or whether part virgin and part reclaimed wool. Labels also must state proportionate contents of materials which may be blended with wool."

During the last war, Mrs. Kelley's attention was called to the appalling working conditions under which wool and other materials were reclaimed from old rags, carpets, and so on, gathered from any place where a rag picker was inclined to look for booty, and reworked into material for coats, suits, dresses, army uniforms, and many other uses. She immediately sensed wide health and welfare implications in such conditions and raised $20,000 for a study.

This was the first study of "shoddy." Besides the research into labor conditions, Mrs. Kelley aroused consumer interest in the product from the standpoint of "Truth in Fabrics," and appealed to Congress for action. She was aided by publicity given to the lack of durability of some army overcoats—I seem to remember that many needed replacement almost upon the troops' arrival abroad. Also, she had the help of the wool industry, but, needless to say, not of the firms manufacturing goods from "rag picker" sources. (Parenthetically, let me add that, of course, Mrs. Kelley studied the question with characteristic thoroughness and fairness and always stressed the fact that some reclaimed wool, properly handled, is superior to certain parts of virgin wool.)

The battle which she so dramatically staged over twenty years ago against "shoddy" has progressed to the enactment of a federal law. Again we salute Florence Kelley.

New York ESTELLE LAUDER

Gratefully Added

TO THE EDITOR: This excerpt from a speech on "The Value of Psychology," culled from a professional (not social work) publication, would seem to be a narrative gem worthy of your collection.

"And then the doctor told me of the human interest problems encountered in his work. A little Irish girl was referred by her employers because she had become inefficient in her work. His examination failed to reveal physical defects to account for her failure. The nurse in his office had lunch with her on several occasions and thus the facts were learned. The way the Irish girl told it, she had a 'secret passion' for a boy whom she had never met and coupled with that feeling suffered from an inferiority complex because she thought of herself as a 'foreigner.' Treatment of the first complaint was applied, renewed interest in her work followed, but eventually she changed her occupation to housekeeping. Today she is a proud and happy mother."

Pittsburgh, Pa. RUDOLPH T. DANSTEDT

Book Reviews

How It Works

THE ADMINISTRATION OF OLD AGE ASSISTANCE, by Robert T. Lansdale, Elizabeth Long, Agnes Leisy, and Byron T. Hipple. Public Administration Service, Chicago. 345 pp. Price $3.75, postpaid by Survey Associates, Inc.

GRADUALLY the literature of public welfare grows—and improves. Here is a book that should be on the shelf of every serious student of the subject. Indeed it is, to this reviewer, the most illuminating study of recent American administrative practice yet to appear in book form. The dozen or so volumes of the last five years on public welfare in the United States deal chiefly with historical background, with major policies, with statutory provisions, with organizational structure, and with financial arrangements, but they touch very lightly, if at all, on the details of administrative procedure. They have been concerned more with anatomy than with physiology. This one has the great merit of combining the two approaches. It shows both the structure of the organism and how it actually functions.

Mr. Lansdale and his associates have based their work upon intensive field study of the public assistance programs in twelve states—California, Colorado, Connecticut, Florida, Indiana, Iowa, Massachusetts, New Jersey, New York, Washington, and Wisconsin. The object of the study was to "discover the best practice achieved to date in the administration of old age assistance and to describe and analyze this experience," rather than to describe each state program in detail. A score or more of difficult administrative issues are examined, including organization and functions of the supervisory field staff, the content of supervision in a grant-aided program, the pros and cons (mostly cons) of state case review, the auditor versus the social worker, family responsibility, visitors' case loads, administrative organization on state and local levels, and application and intake procedures. Notable to the reviewer are excellent chapters on the division of functions between state and local agencies, on fair hearing and appeal, on welfare boards, and on eligibility requirements. In the latter chapter there is a most interesting and valuable analysis of the varying eligibility rules in the states that were studied.

There is no general thesis in the book, nor any conclusion that can be summed up in a few words. Rather are there many conclusions on problems of policy and administration that point the way towards more desirable practice. These make up a veritable handbook of helpful hints on practical problems of management, invaluable to public welfare administrators in general as well as to those concerned particularly with old age assistance. For most of the problems that are studied are common to all public assistance programs. This is a book to read once with care, to mark and to ponder over, and to reexamine repeatedly on one point after another. It is a solid study that breaks new ground in the analysis of administrative practice and that marks a distinct step forward in our public welfare literature.

H. M. CASSIDY
University of California

For Everyday Parents

YOUR CHILD'S DEVELOPMENT AND GUIDANCE, Told in Pictures, by Lois Hayden Meek. With photographs, and line drawings by Lucia Manley. Lippincott. 166 pp. Price $2, postpaid by Survey Associates, Inc.

THIS is an unusually attractive and helpful book for ordinary parents of ordinary children, from the toddler stage to the entering of school. There is no detail about abnormal children or extreme situations, but there is information and counsel on using specialists or consultants in unusual cases. The physical development of the child is briefly described, with pictures and diagrams that tell the parent not only what to expect and what to look out for, but also what to do and how to do it. The sketches of the child learning to walk, and of the various activities in which children engage through the early years are as telling as good cartoons. The pictures and the simple but authoritative text supplement each other effectively.

The book is much more than a manual of instructions: it interprets the child's actions and moods, leading the parent to a better understanding of the child's nature and needs, and cultivating mutual adjustments that make for better, happier development through the years. It can be recommended to all parents, and indeed to all who have anything to do with young children.

SIDONIE MATSNER GRUENBERG
New York

The Whole and its Parts

INTRODUCTION TO COMMUNITY RECREATION, by George D. Butler for the National Recreation Association. McGraw-Hill. 547 pp. Price $3.50, postpaid by Survey Associates, Inc.

FOR some years the modern community recreation movement has needed comprehensive interpretation. To be sure, there is abundant literature in separate fields of subject matter related to the movement, such as the philosophic interpretation of play, the significance of the "new leisure," the programs of organizations heretofore known as "character building agencies" and more recently called "group work agencies," the organization of recreation facilities and leadership of recreation activities, and the expanding functions of government in the field of leisure time services. All of this added together presents a social movement in American life of vastly increasing significance. But lacking and needed has been an interpretation of the whole, with sufficient but not too voluminous treatment of its several parts and an analysis of relationships between them. Mr. Butler's volume meets that need.

The author's many years of experience as a member of the staff of the National Recreation Association brought him into intimate contact with the movement, and gave him access to files rich in source material. As an exposition of the community recreation movement, his book is practical, comprehensive, tolerant, and provocative. It should be valuable as a text for general survey courses in the scope, objectives, trends, and techniques as so far developed, especially in the area of governmental action. As frankly stated in the preface, the book "is an introduction to the entire subject and detailed information as to specific methods and procedure must be sought in other volumes." It provides interesting reading for all students of informal education and of community organization and action.

GEORGE HJELTE
Superintendent of Recreation,
Los Angeles, Calif.

A Challenge to Social Work

EDUCATION FOR SOCIAL UNDERSTANDING: PROGRAM OF CASE WORK AND GROUP WORK AGENCIES, by Gaynell Hawkins. American Association for Adult Education. 207 pp. Price $1.25, postpaid by Survey Associates, Inc.

A PERSONALIZED analysis of the role of social work in educating the public in its program of social amelioration, this book very quickly goes to the heart of the social work field with pointed remarks directed primarily against social case workers for their glorification of techniques into a "profession" with the consequent weakening of their total objective.

The standards that were set, the training schools that were established, the professional societies that were organized, all tended to remove social work farther and farther from its original purpose and to rely more and more on the techniques of the trade. Vested interests were developed, and even though social work, by the very nature of the human material with which it deals, demands fluidity, it tended to become static and withdrawn.

Some of the problem situations (all neatly presented, few with formula solutions) which are discussed in this brief study include: the competitive situation between the Chest and the Labor movement in Flint, Mich.; the community organization in St. Louis, based upon the notably eclectic attitude epitomized by the

phrase, "Yes, this is the way *we* do it"; the philosophic position of case work, of group work, and of social action; public interpretation, particularly by Community Chests ("our community hearts bleed on wires, our temperatures rise or fall on busy streets, we stretch a helping hand on covers of direct-by-mail circulars, and we are The Greatest Mother in the World on a drugstore poster"); the educational duty of social work to its corps of volunteers; education at "the conference"; education for social action; unions among social workers; and adult education in the group agencies.

The book is not a statistical or comprehensive study of the complete field; it is rather a personal challenge and an inquiry from an adult educator who looks at social work and is concerned with an apparent forgetfulness on the part of this field, a glorification of the means, and a loss of emphasis upon the initial *élan vital* which animated the founding fathers of "charity work."

WILLIAM H. RIBACK

Washington University, St. Louis, Mo.

Dull But Challenging

CRIMINAL BEHAVIOR, by Walter C. Reckless. McGraw-Hill. 532 pp. Price $3.75, postpaid by Survey Associates, Inc.

FEW texts on criminology are as inordinately dull as this one, and few as challenging to conventional criminological concepts. Take, for example, the author's curious tendency to minimize the importance of searching for the causes of crime, completely disregarding the fact that without discovering such causes it is virtually impossible to prevent crime. More curious still is his unsupported statement that "In a social order that has met fairly well its problems of economic insecurity, crime will continue pretty much the same." On the contrary, all available knowledge indicates that where a given social order has solved the problem of economic insecurity crime has sharply declined.

By far the most valuable section of "Criminal Behavior" is the admirable discussion of crime in primitive society. Citing the researches of modern anthropologists, Professor Reckless shows that primitive society, unlike our modern, competitive age, knew little of crime and its attendant evils. Indeed, murder and theft, the two crimes that continue to plague us most, were almost completely alien to the so-called "savage."

How explain such exemplary behavior? The answer, though the author does not even hint at this, seems to lie in the primitive mode of production. In an economy where production was for personal consumption and not for exchange or profit; where there were neither the extremes of wealth nor poverty; where the struggle for existence encouraged cooperation rather than competition—in such an economy it was inevitable that crime should be a relatively rare phenomenon.

Altogether, "Criminal Behavior" is an average text, neither better nor worse than the run-of-the-mine.

Baltimore, Md. SAMUEL G. KLING

A Housing Project in Nova Scotia

THE STORY OF TOMPKINSVILLE, by Mary Ellicott Arnold. Cooperative League. 102 pp. Price $1 cloth, 65 cents paper; postpaid by Survey Associates, Inc.

COOPERATORS in and about New York have long known Miss Arnold for her leadership of Consumers Cooperative Services and for her work in metropolitan cooperative housing. When Miss Arnold resigned as head of C.C.S. in 1937 she stepped into a new field of cooperative housing, and her experiences and work with the coal miners of Nova Scotia make up "The Story of Tompkinsville."

This little book is, in part, a story of the work which was done and the difficulties overcome in building a cooperative housing community; and partly a textbook for similar groups to use, based largely on the intimate experience which Miss Arnold had with this group from the preliminary study groups to the final scramble to get the water pipes in before winter. As a story it is stirring enough. As a textbook it is the only one of its kind and invaluable to any cooperative groups planning similar activity.

The cooperative activity at Reserve mines in which Miss Arnold so ably assisted is a segment of the larger work with cooperatives started by St. Francis Xavier University. Under this university's influence the people of Nova Scotia have bettered their lot in many ways by cooperative activity, yet this is the first cooperative housing project to be attempted. Other groups will benefit greatly by a careful study of the book, and cooperators in general may wish to read it as a description of a milestone in cooperative progress.

New York ELIOT PRATT

Social Change

RURAL LIFE IN PROCESS, by Paul H. Landis. McGraw-Hill. 599 pp. Price $3.75, postpaid by Survey Associates, Inc.

THIS is an interesting and valuable text, emphasizing the change which rural society is facing. The emphasis is on process rather than social structure, although the latter and the historical background are not neglected. It is particularly strong in giving a fresh picture of the changes in rural life since the World War. Consequently, the most distinctive features of the book are Part III: "Interaction Processes of a Dynamic Society," and Part V: "Emerging Problems of a Dynamic Society." The treatment of interaction processes is especially good, including a discussion of such concepts as isolation and contact, mobility and migration, accommodation, social differentiation and stratification, cultural change and social control. The topics are discussed in terms of what is happening in rural society, with pertinent illustrative material.

Throughout the book, emphasis is given to the necessary adjustments now going on between rural society and the urban centers which dominate the social pattern. The book involves sociological analysis, but it is dominated by the theme of social change. It emphasizes methods of rural improvement rather than sociological analysis of groups and institutions and their interrelations. It is, therefore, a book to arouse the interest of the student and to incite him to thought about the problems involved. Dr. Landis, has produced a clear and interesting picture of contemporary rural society and the social problems which it faces.

Cornell University DWIGHT SANDERSON

Collective Bargaining

LABOR RELATIONS IN THE AUTOMOBILE INDUSTRY, by William H. McPherson. Brookings Institution. 173 pp. Price $1.50, postpaid by Survey Associates, Inc.

A BODY of literature dealing with the new relationships between management and labor in the mass production industries is gradually accumulating. This new relationship is the result of the growth of industrial unionism since 1933, and especially since 1936. Managements in such industries as steel, automobiles, rubber and glass which before 1933 were devoid of effective unionism, spent four years in bitter conflict with it and now find themselves required both by law and by union power to adjust themselves to a collective bargaining relationship. Professor McPherson adds a valuable contribution to the literature dealing with this situation.

His factual report, as objective as a statement about geological conditions on another planet, is carefully restricted to the economic aspects of collective bargaining in automobiles. The historical, institutional, psychological, personal, and legal setting of the relationship is reduced to the barest minimum. The coverage of the limited field which the author sets himself is competent and thorough.

It is difficult to report Professor McPherson's conclusions since they usually appear only as summaries of opposed views upon any one of the many issues involved. A careful reader of the book may perhaps be permitted to conclude that unionism in automobiles has certainly increased wage rates, probably increased annual earnings, possibly reduced or prevented an increase in working hours. It has freed individual workers from arbitrary action by foremen, has not as yet diminished the productivity of labor, but has been unable to standardize either intra- or inter-regional wage rates.

As to the present status of collective bargaining in general, Professor McPherson reports in the form of an amusing and instructive analogy. One section of the industry has either successfully prevented organized labor from entering the house of management or is tolerating its presence only until it can kick it out. Another section has admitted unionism to the house but is keeping it in the servants' quarters. A third, and it may perhaps be possible to discern that Professor McPherson's sympathies lie with this group, has said to the union: "Make yourself at home here, but do not forget that this house is now yours as much as mine, that you have just as much interest in its orderliness, and that you will be just as much out in the cold world if we should ever be evicted for non-payment of rent."

ROBERT R. R. BROOKS
Williams College

To Pet or Not To Pet

FOR DAUGHTERS AND MOTHERS, by Valeria Hopkins Parker, M.D. Bobbs-Merrill. 138 pp. Price $1.50, postpaid by Survey Associates, Inc.

IN the decades which have passed since Mrs. Mary Hood wrote and Bobbs-Merrill published, with some degree of courage, a book for girls and their mothers on sexual development, many things have conspired to lead young people to live more dangerously and therefore more in need of counsel than ever before. They and their parents will welcome what Dr. Valeria H. Parker has written for them in her new book.

Dr. Parker concerns herself with the values of monogamy, and with the whys and wherefores of limitations on conduct in adolescent years. She pleads for the avoidance of high emotional stimulation which certain practices entail, all this in the firm conviction that premarital continence almost pledges a securer, happier marriage.

Young people and their parents—not only daughters and mothers—need to have this whole issue widely discussed. Emphasis on the tragedy of premarital procreation has long spelled the greatest brake on loose conduct, at least for girls. With the spread of contraceptive information the greatest deterrent to full sex expression has been removed. If their elders can voice no appealing reason for restraint and thereby drown out the cries of "need" and "proof of compatibility," an increasing number of young people will elect the latter. I cannot but wish that the author had developed this question further, if for no other reason than to give mothers and advisers effective talking points as they caution against alcohol, prolonged petting, late hours, and lonely spots.

All consultants in this field meet often such questions as: "How can I know when I'm in love?" "How can I tell whether he really loves me?" To reply that those are essentially personal questions begs the issue. Dr. Parker offers some valuable guidance in the chapter entitled "When You're in Love," where she explains in simple language the difference between eroticism, which sweeps away judgment, and the bond based on trust, common ideals and ambitions, unselfish devotion to an enlarging life.

Richmond, Mich. EDITH HALE SWIFT

Advice To Consumers

CONSUMERS ALL: THE PROBLEM OF CONSUMER PROTECTION, by Joseph Gaer. Harcourt, Brace. 208 pp. Price $2, postpaid by Survey Associates, Inc.

CERTAINLY the economic stress of the last decade has brought an accelerated up-turn in the consumer movement in this country. Recognizing this swing away from the almost complete emphasis upon the producer in our economy, Joseph Gaer has written a book which, with great clarity and straightforwardness, points out the character of our growing consumer consciousness, its attendant and inevitable confusions, and the direction which it seems to be taking in America.

But he has done more than try to get at the causes of this increasing interest in the problems of buying a living as against those of earning a living. He has seen that if we are ultimately to have adequate consumer representation in government and sound legislation, the individual consumer must be educated to his rights and needs. This is unquestionably the function of consumer organizations such as the rapidly growing cooperatives. And, I take it, it is the function, too, of such excellent books as this one by Mr. Gaer, which not only simplifies the general problem by its clear analysis, but includes a discussion on budgeting and buying principles, as well as an explanation of quality grades to help the ordinary purchaser confronted by the increasingly perplexing multiplicity of goods on the market. The consumer has needed just such a practical book as this.

New Hope, Pa. P. ALSTON WARING

Story of a Pioneer

JOSEPH TUCKERMAN, by Daniel T. McColgan. The Catholic University of America Press. 450 pp. Price $2.50, postpaid by Survey Associates, Inc.

JOSEPH TUCKERMAN was a Unitarian clergyman of Boston, Mass., who died just a hundred years ago, at the age of sixty-two. He grew in his belief that the Christian religion stands for the brotherhood of man; and he practiced what he preached.

For a dozen of his mature years, he was the leading "minister-at-large" of the Unitarians of Boston, working in prisons, hospitals, almshouses, and homes of poverty and neglect. He had been from Harvard days a close friend of William Ellery Channing. He studied the work of welfare leaders in Europe, especially Thomas Chalmers. He took part in efforts to reform poor-law and charitable methods in Massachusetts. All his constructive efforts were based on the belief that relief of poverty should be the duty and privilege of voluntary neighborliness, of Christian charity, while the public dependents who were inmates of prisons, hospitals, almshouses should have the concern of churchmen and good citizens. Yet he stood for some specially equipped public welfare workers such as truant officers, just as he labored for better public schools. Only a few of Tuckerman's earnest pleas were followed. Does that make his life and teaching now obsolete? Quite the contrary, says the writer of this new biography who calls Tuckerman "Pioneer in American Social Work."

This careful study by a Roman Catholic priest takes one quickly into the heart and mind of a rare man with a real message. The reviewer agrees with the author that today there is a danger to permanent progress in social service if the part of religion and of personal effort are overlooked. Democracy and social security are great aims—but do they not depend on more and more truly educated, spiritualized human beings?

JEFFREY R. BRACKETT
St. Catherine's School, Richmond, Va.

Ramparts of Peace

EDUCATING FOR PEACE, A Report of the Committee on International Relations. The National Council of Teachers of English, by Ida T. Jacobs and John J. DeBoer. Appleton Century. 275 pp. Price $1.50, postpaid by Survey Associates, Inc.

PERHAPS the most important thing about this report is that it is made at this particular moment. Admitting in their preface that a book on peace education may seem to many a "futile and ironic gesture," the editors nevertheless proceed "to face the issue boldly, espousing no facile or sectarian solution, but maintaining throughout an insistence on the criminal folly of war."

They have called on the outstanding personalities and institutions in the peace movement to contribute to a three-part report: Basic Issues in World Relations; Society Mobilizes for Peace; the School Mobilizes for Peace. The result is rather a scrapbook for teachers than a clear and orderly program. Like most scrapbooks it has its high points and its duller pages. Among the high points is the fine chapter, American Literature and Peace, written by one of the editors. That alone, with the good bibliography added, would be enough to start an English teacher off on high emprise.

A roster of peace organizations and religious bodies makes up the second part of the book. Each is explained by one of its outstanding members.

Under the heading The School Mobilizes for Peace, the report offers material, curricula, techniques, and bib-

liographies. Those based on concrete and stimulating experiences seem the most realistic and hopeful. Others appear somewhat stereotyped and academic. But one thing is of special significance. The class experiments in education for peace are reported by teachers who developed and guided them, and these teachers come from a wide variety of schools and from many parts of the United States. The picture of a pageant in Providence, a radio program by the Roosevelt High School in Des Moines, the work of the International Clubs of Portland, Ore., and many others, interweave into a great fabric of nationwide peace teaching, which explains much of the attitude of youth to the challenge of today.

Some people deplore this fact. Others like myself regret that this great fabric should be ripped into by war at so early and so hopeful a stage in its making. The tragedy is made more bitter by many of our leading educators who cry out against their own teaching, leaving youth not only to suffer but to suffer deserted and disowned by those who should be helping them to bear and to interpret their disillusionment.

Such, fortunately, are not the editors and the committee responsible for this book. It should be a badge of pride to the National Council of English Teachers who keep the flag flying on the ramparts of peace even in the none-too-distant roar of battle.

ADELAIDE NICHOLS BAKER
Westport, Conn.

Why They Behave That Way

EMOTION AND CONDUCT IN ADOLESCENCE, by Caroline N. Zachry. Appleton-Century. 563 pp. Price $3, postpaid by Survey Associates, Inc.

THIS book is a serious study of the individual passing through the stages of development from childhood to maturity. All the various aspects of the growing person have been considered—his physical, emotional, and social development.

The child is seen as evolving both character and personality in the midst of other people; at first, in the favorably conditioned environment of his home, and then in the still favorably conditioned environment of his school. From them he must prepare himself to go out into the world and meet life without benefit of favors at all.

Growth is envisaged as a progress from protection toward independence. This progress must take place, if happiness is to be a by-product, in accord with the social conventions of time and place.

To achieve independence, the adolescent must have two things: a helpful training under parents and teachers, and an understanding of his own physical and emotional make up. Experience will equip him with worthwhile values and goals. Affection and achievement will give him a sense of adequacy to go out into the world.

This book is written with thoroughness and good will and this reviewer can recommend it to anyone wanting to understand the queer doings of the young. It exemplifies the modern point of view that problem cases are not just bad boys, but bad boys for a definite and discoverable reason; that bad habits are not evidences of degeneracy, but mistaken ways of trying to achieve good results.

Such understanding will foster cooperation and friendliness between adults—parents, teachers, or social workers—and the adolescent himself.

GULIELMA FELL ALSOP, M. D.
Barnard College

The Middle Way

LET'S TALK ABOUT YOUR BABY, by H. Kent Tenney, Jr., M.D. University of Minnesota Press. 115 pp. Price $1, postpaid by Survey Associates, Inc.

HERE is a series of imaginary conversations between a baby, his mother, and the pediatrician, covering the advice and instruction which pediatricians include in their supervision of babies during the first year after birth. The language is simple and direct, the book is pleasant to read, amusing and full of sensible applications of the generally accepted fundamental principles of baby care. Modern fads are conspicuous by their absence. The book is a guide to the middle way between slavish adherence to routine and the equally slavish subjection to the tyranny of a spoiled baby dictator.

While the father's part is not entirely overlooked, he is not assigned a role of sufficient importance to assure his getting really acquainted with his baby. Throughout the "talks," the author shows an unusual understanding of the mother's problems and the baby's needs.

HAZEL CORBIN
Maternity Center Association, New York

Judicial Record

THE LEGAL STATUS OF THE NEGRO, by Charles S. Mangum, Jr. University of North Carolina Press. 436 pp. Price $5, postpaid by Survey Associates, Inc.

THERE has been no comprehensive compilation of the legal status of the Negro since 1910, when G. T. Stephenson's book, "Race Distinctions in American Law," surveyed the field. Not only has public opinion changed considerably since, but there have been a vast number of judicial cases and opinions, most of them, certainly those of very recent years, on the liberal side of declaring, at least in principle, for equality of status before the law and in public and civil rights.

Though technical, as it must be to be authoritative in this field, Dr. Magnum's book is well written, and for the layman and social worker provides an accurate diagnosis of the Negro's secondary status, which is both the crux of his social and economic predicament in this country and the gauge of what is wrong with our democracy. From either of these points of view, then, the campaign for social reform and the scientific study of the Negro, the book may be regarded as a welcome and reliable aid. On every aspect of the case—the legal definition of the Negro, the matter of civil rights, property rights, participation in the use of public education and other funds, restrictions in the use of public carriers and conveniences, and the decisions on voting and disfranchisement—the judicial record has been carefully traced. This documentation is so exact that the occasional insinuation of the author's mildly liberal gradualism between the lines is a blemish that can be overlooked.

ALAIN LOCKE
Howard University, Washington, D. C.

Scientific Theory

FOUNDATIONS OF SOCIOLOGY, by George A. Lundberg. Macmillan. 556 pp. Price $3.50, postpaid by Survey Associates, Inc.

THIS trenchant treatise is well-named "Foundations" rather than an "Introduction." While probably too basic for a general text, it should be of great educational value to persons of experience in sociology or social work. The author's basic aim, frankly set forth by a quotation from Dewey in the preface, is the better integration of theory and practice for the sociologist.

Professor Lundberg reverses the usual order of treatment of sociology. In Part I, "Language, Measurement, and Science," he deals with the postulates of science and their implications for sociology, symbolic behavior and the problem of quantification, frames of reference in sociology, and sociological laws. In Part II, "Societal Dynamics," he deals with mechanisms of behavior, dynamics of behavior, and societal integration and status. In Part III, "The Principal Sectors of Society," he covers types of groups (populations), characteristics of populations (institutional and demographic aspects), spatial aspects of society (human ecology), and temporal aspects of society (societal change). The concepts used in Parts II and III are, however, derived from within the dimensions of sociological thought working upon existent data (as in Dodd's companion volume) and require here only the logical concatenation and apologia of Part I. The self-consistency of the viewpoint and system is there established but it must not be forgotten that it is derived from and subsequently checked by empirical studies.

The approach and treatment of this volume is frankly conceptual but does not operate in logical vacuo: its science is the science of something. Its theory follows

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study and practice, but clarifies and orders itself before proceeding with further arranging, verification, prediction, and control. The author, with remarkable clarity, has performed a task which many will recognize as necessary at about this stage in the development of sociology. As compared to Pareto's "Mind in Society," this book declares a well-founded belief that humanistic logic can be effective, particularly in human society. Perhaps the time has come for such "contemporary positivism"—to use the author's own phrase—and for such a new science as basis of "social action," which has latterly become highly miscellaneous.

The book is thoroughly up-to-date in the literature cited, and the "intellectual technic" employed: it is a work of scientific theory.

However, it has definite and superior usefulness in its trenchant display of the real foundations of social thought and action.

WILLIAM L. BAILEY
Professor of Sociology
Northwestern University

The *Gestalt* Theory

DYNAMICS IN PSYCHOLOGY, by Wolfgang Köhler. Liveright. 158 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS published amplification of Professor Köhler's Page-Barbour Lectures, delivered at the University of Virginia in the spring of 1938, constitutes a stimulating contribution to *"Gestalt Theorie."* Very little that has been written about *Gestalt* psychology thus far is addressed to the layman. The publications of the outstanding *Gestalt* exponents themselves are practically all written for psychologists, colleagues in related sciences, or students in these fields. "Dynamics in Psychology" is no exception. It is addressed to the reader who is interested in psychological theory and factual research.

In this book Köhler has two main theses. The first is that mere psychological research will not yield a coherent framework in which psychological rules can be combined into a body of systematic knowledge. He points out that we cannot build a science of psychology out of just common human experience, and shows how experimental psychology has been able to reveal functional relationships which remain entirely hidden to everyday experience. As illustrations he uses the fields of perception and memory. Köhler maintains that every psychological investigation must reach a stage at which it tries to unearth such hidden functional relationships. Even the rules thus discovered, however, tend to be disappointingly formal and abstract and do not yield a systematic theory of mental facts. Köhler insists that we must follow the threads of these purely psychological data into the domain of biology and ultimately to certain physical concepts to which they inevitably lead.

This brings us to the author's second thesis—that the most essential of these concepts is Faraday's idea of field action. To exemplify what he believes to be the relation between theory and factual research, the author applies Faraday's views to the fields of perception and memory. He finds that our present knowledge of human perception forces us to develop a field theory of perception. Similarly, Köhler argues, the field principle must be applied to the memory theories regarding retention and recall. He proposes a concrete theory of field action within the nervous system and proceeds to apply it, corroborating it by experimental facts in perception and memory.

This extension of the field theory of *Gestalt* psychology will probably provoke the usual controversial discussion.

University of Chicago ETHEL KAWIN

HERE IN WASHINGTON

(Continued from page 330)

However, this point may be removed as a subject for controversy before the bill again is brought up on the floor. The President has authority to instruct the Civil Service Commission to make the change and he is being urged to do so. The commission will be glad to obey, as it would have eliminated the photographs of its own accord long ago but for fear of congressional displeasure.

THE WAGNER-MCCORMICK AMENDments to the Social Security Act will go over until the 77th Congress. Both should be regarded as a basis for legislation rather than the finished product. They were introduced more to smoke out opposition than with the expectation that they would be adopted. Already the opposition is showing itself. Members of the House and Senate are being deluged with letters from teachers protesting their inclusion in the social security program. This, of course, from states where benefits from already existing teacher retirement systems are more generous than those under social security. [See page 334 of this issue.]

Then, too, there is the clause on employes of non-profit organizations. Groups opposed to their own inclusion in the social security system will fight that clause as it now is written. A compromise satisfactory to them will have to be worked out and, unless those interested wish to find themselves again excluded, an effort should be made to see that the compromise is not too drastic.

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